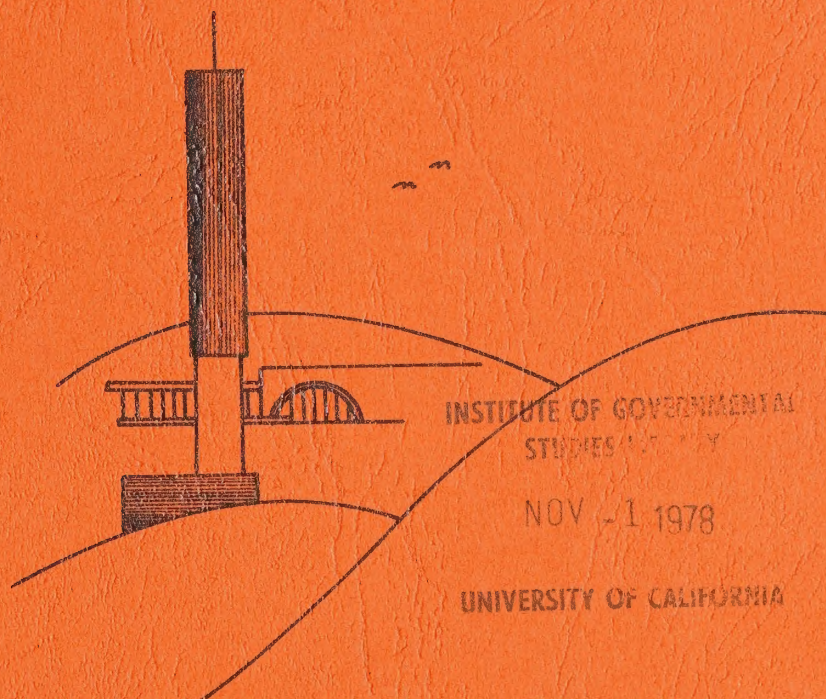


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# SAN CLEMENTE



**general  
plan**





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City planning -- California





CITY OF SAN CLEMENTE

General Plan

July 1, 1977





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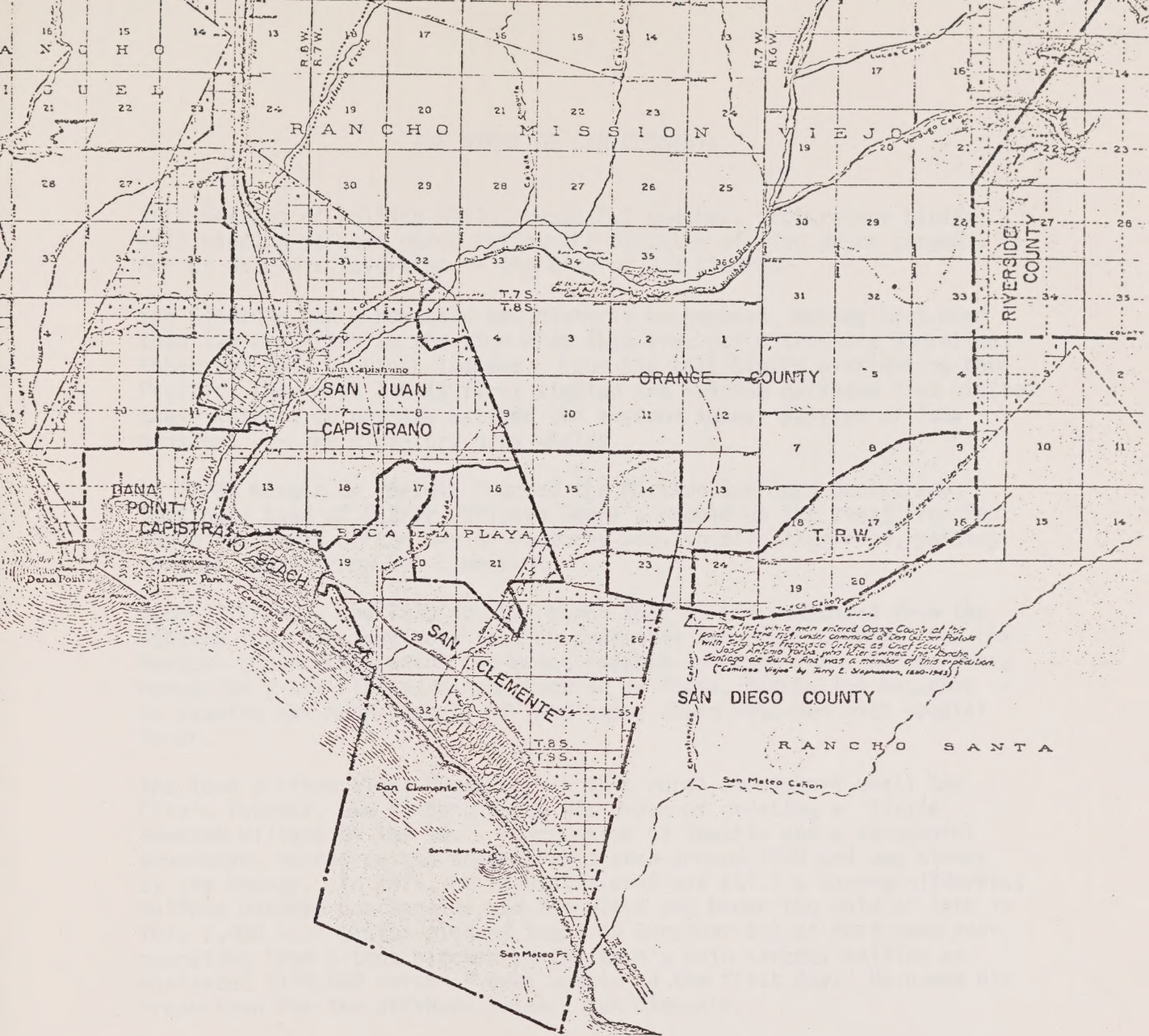
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# THE CITY SAN CLEMENTE





## THE STORY OF SAN CLEMENTE

In a setting of rolling hills, beautiful beaches, picturesque bluffs, with winding streets which follow the dictates of lush green canyons, is one of nature's favorites -- the City of San Clemente.

San Clemente has a romantic and historic background, dating back more than two centuries to the time when this area was a treeless shoreline, inhabited only by pagan Indians. From the tall bluffs overlooking the Pacific, they most likely first sighted the Spanish galleons that visited these waters, or perhaps watched the awesome annual passage of "sea monsters" -- the migratory gray whales.

In 1776, Gaspar de Portola founded the Mission San Juan Capistrano, leading a band of Father Junipero Serra's people up the coast from San Diego in search of the Bay of Monterey and, in all likelihood, passing through what is now San Clemente.

From 1776 until the 1830's, the church took domain southward from the Mission into the territory that is presently San Diego County; then the Mexican governors created the great ranchos -- among them, Rancho Santa Margarita y Las Flores, Rancho Boca de la Playa, Rancho los Desechos -- by passing out huge parcels of land among those regarded with special favor.

The land drifted along contently in this rural atmosphere until the City's founder, Ole Hanson, began his dream of creating a "little Spanish village by the sea". Once mayor of Seattle and a successful developer, he had passed through this area around 1900 and was struck by its beauty. In 1925, he revisited what was still a barren wilderness halfway between Los Angeles and San Diego and began the sale of lots in this 2,000 acre master-planned tract on December 6th of that same year, operating from a tent pitched on the town's main street, selling an estimated \$125,000 worth of real estate on the first day. He named his dream town for the offshore island, San Clemente.

Ole Hanson envisioned white stucco buildings with red tile roofs, homes with spacious patios alive with flowers, trees, and shrubs -- charming settings for gracious living such as had captivated his imagination in Spain and Mexico. During the next year, the avenidas and calles were carved out by mule-drawn equipment in graceful winding patterns, following the natural terrain and the picturesque canyons that mark the land.

When it was incorporated as a sixth class city on February 28, 1928, San Clemente encompassed a 6.5 square mile area and a population of 500, which grew to 1,000 during the next four years -- and then shrank to 250 during the Great Depression, and the development quickly died.





With the phenomenal growth of Orange County in the 1950's, San Clemente began to grow once again. In 1957, with its first annexation, the City covered 14.223 square miles and, by 1960, had a population of 8,527. El Camino Real once afforded the town's only means of ingress and egress, except by boat or train, but the construction of the San Diego Freeway again boosted the population of San Clemente, until today it is over 23,000.

The City Council-City Manager form of city government was adopted by the people of San Clemente in 1954. The five-member City Council constitutes the legislative or policy-making body of the City, and the City Manager is its chief executive officer.

Spanish architecture and red tile roofs, no longer mandatory, are still to be seen liberally sprinkled about the town in some of the City's landmarks, such as Ole Hanson's mansion on a bluff overlooking the City pier, the San Clemente Community Clubhouse, and numerous residences.

The gracious living, the friendly and informal atmosphere, the ideal climate still prevail -- beckoning to thousands of tourists, new businesses, and new residents, so that the City of San Clemente continues to flourish; and Ole Hanson's dream, though altered, will not fade, for it has become a reality expanded upon with each passing year.





## THE SAN CLEMENTE PLANNING AREA

The original portion of the City (4,197.970 acres) is located on a narrow shelf ranging from 100 to 150 feet above sea level. It has a gentle, rising slope from the bluffs overlooking the beach and ocean easterly to the San Diego Freeway. Continuing eastward from the Freeway are gently rolling hills, from 100 to 800 feet above sea level. Because of this unusual terrain, a major portion of the City affords a wide view of the blue Pacific.

San Clemente has expanded through annexation until it has more than doubled in size, today taking in 9,389.897 acres, or 14.665 square miles. The original General Plan, adopted in 1959, covered the entire "South Coast Area" of San Clemente, Capistrano Beach, and Dana Point. Subsequently, in 1965, the territory comprising Capistrano Beach and Dana Point was master-planned by Orange County, causing it to be removed from the City of San Clemente General Plan.

Basically, the San Clemente General Plan follows the City boundary, but it is coordinated with both the Orange County and City of San Juan Capistrano plans. Included in the City's General Plan is most of the drainage area to the east which, because of its topography, must be served with water, sewer, and drainage facilities by San Clemente.





## ANNEXATIONS

Since its incorporation in 1928 there have been seventeen (17) annexations to the City, each at the request of the property owner, and each involving uninhabited territory.

The following table illustrates the history of these annexations, by broad time periods.

| DATE      | NO. OF ANNEXATIONS | NO. OF ACRES    | CUMULATIVE TOTAL |          |
|-----------|--------------------|-----------------|------------------|----------|
|           |                    |                 | Acres            | Sq.Miles |
| 1928      | --                 | 4,197.970       | 4,197.970        | 6.56     |
| 1928-1960 | 1                  | 1,075.260       | 5,273.230        | 8.24     |
| 1960-1965 | 7                  | 3,831.864       | 9,105.094        | 14.24    |
| 10-17-62  | De-annexation of   | .999            | 9,104.095        | 14.23    |
| 1965-1969 | 2                  | 165.081         | 9,269.176        | 14.48    |
| 1970      | 2                  | 3.55            | 9,272.72         | 14.49    |
| 1972      | 2                  | 38.235          | 9,310.95         | 14.54    |
| 1973      | 1                  | 78.947          | 9,389.897        | 14.665   |
| 1977      | 2                  | 18.26<br>95.296 | 9,503,463        |          |









# THE PLAN





## INTRODUCTION

### General, Comprehensive, Long Range

The General Plan is a general, comprehensive, and long-range outline for the future development of the City of San Clemente and its environs, whose purpose is to enable the Planning Commission and the City Council to judge current demands and determine future requirements. Its design must be based on all the interrelationships involved in citizens' views, community objectives, regional considerations, residential density trends, developable land area, and future traffic requirements:

### Elements of the Plan

The General Plan consists of the following basic elements:

1. A land use element which includes this document and a General Plan Land Use map which shows by means of various symbols designating the proposed distribution, location, and extent of the uses of the land for housing, commercial, industrial, recreation-open area, schools, public buildings and other categories of public and private use of land.
2. A circulation element-existing streets are shown on the Master Plan of Streets as a solid line, and proposed future streets are indicated by a dashed or broken line. The map also delineates major streets and freeways, primary streets, secondary streets, collector streets and certain significant local streets. The streets are shown upon said plan in such a manner as to give the general location all correlated with the land use element of the General Plan.
3. A Conservation Element
4. An Open Space Element
5. A Seismic Safety Element
6. A Noise Element
7. A Scenic Highways Element
8. A Safety Element
9. A Housing Element



In addition to the requirements of state law (Section 65300 of the Government Code) the City has a Master Plan of Water Distribution, a Sewer Element and a Storm Drain and Flood Control Element.

### Flexibility

The Planning Commission has some latitude in precisising the General Plan, i.e., approving zoning petitions, subdivision maps, etc., as long as their decisions adhere to the purpose and objectives of the plan. The General Plan is meant to be re-evaluated periodically as development actually takes place and as new conditions arise. It should be used as a criterion for major projects undertaken by the City in its Capital Improvements Program. Thus, the General Plan must maintain a standard of flexibility as the City and its surrounding area grow and develop.

### Objectives and Principles

The General Plan has been designed to encourage the development within the City of a full range of uses of land, so related in quantity and location as to make possible a socially balanced community. Included in this concept is an outline of suggested community goals and objectives to guide the Planning Commission in formulating a meaningful overall concept of City planning.

A variety of housing types to meet the needs of various family and income groups.

Commercial centers to provide a wide selection of shopping and convenience goods and services.

Necessary utilities and services for residential, commercial, and industrial uses.

Desirable community living environment for employees and their families.

Provisions of density standards to insure adequate open area, light, air, and safety for all proposed uses in the City.

Protection from noise, odor, smoke, and traffic in the residential areas, as well as control of these same items in all commercial and industrial areas.

Protection of uses to insure non-encroachment of other conflicting uses.

A tax and employment base in the form of lands to be utilized for industrial purposes.



A circulation system designed to accommodate both intracommunity and through traffic.

A system of recreation sites designed to accommodate present and anticipated future population, with locations, where possible, to be adjacent to school sites.

A sound tax base and a stable community.

Guiding new development into desirable uses.

The fact should be recognized that these General Plan objectives and principles are long range in nature and that intermediate controls will be required to preserve certain open areas until the long-range use becomes economically feasible. This means that approval of conflicting development now would make long-range use impossible to achieve later on and should be avoided whenever possible. Uses must be developed day by day that will provide the ultimate City with a variety of uses, all compatible with the General Plan.

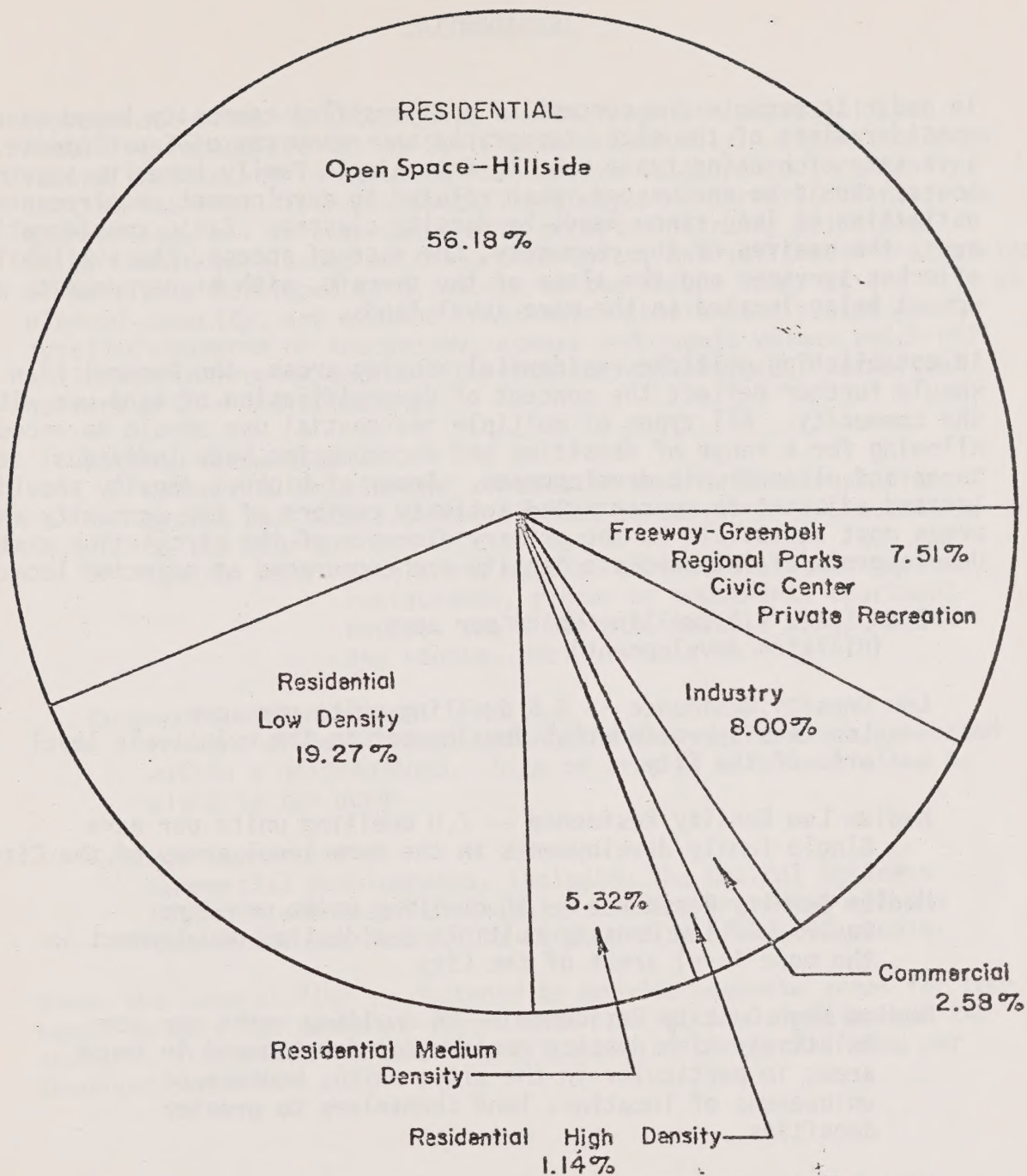
## PROJECTED LAND USES

The following is a breakdown of the various projected land uses of the General Plan of the City of San Clemente, in acreages and percentages.

| USE                      | ACRES     | % OF GENERAL PLAN AREA |
|--------------------------|-----------|------------------------|
| Open Space               | 5,265.6   | 56.18                  |
| Low Density Res.         | 1,055.1   | 11.14                  |
| Medium Low Density Res.  | 762.2     | 8.13                   |
| Medium Density Res.      | 498.2     | 5.32                   |
| Medium High Density Res. | 38.7      | .41                    |
| High Density Res.        | 68.7      | .73                    |
| Highway Commercial       | 127.6     | 1.36                   |
| Neighborhood Commercial  | 63.5      | .68                    |
| Central Commercial       | 50.4      | .54                    |
| Industry                 | 750.0     | 8.00                   |
| Freeway-Greenbelt        | 237.5     | 2.53                   |
| Regional Parks           | 263.8     | 2.81                   |
| Civic Center             | 9.1       | .10                    |
| Private Recreation       | 193.8     | 2.07                   |
| TOTAL                    | 9,503.463 | 100.00                 |

Note: Residential acreage includes schools, local park and street acreage. Commercial acreage averages 4.7 acres per 1,000 resident population. Industrial acreage averages 10 acres per 1,000 resident population.





## PROPOSED LAND USE 1976



## RESIDENTIAL

In order to promote the concept of a diversified community based upon considerations of the size, topography and resources of San Clemente, a variety of housing types ranging from single family homes to apartment houses should be encouraged, each related to development requirements and estimation of long range needs by density classes. Basic considerations are: the desires of the community, the ease of access, the availability of urban services and the slope of the terrain, with higher density development being located in the more level lands.

In establishing multiple residential housing areas, the General Plan should further reflect the concept of diversification of land use within the community. All types of multiple residential use should be encouraged allowing for a range of densities and encompassing both individual structures and planned unit developments. Areas of highest density should be located adjacent to concentrated activity centers of the community and in areas most accessible to the primary elements of the circulation system. Developments of intermediate density are encouraged at selected locations.

Open Space 1.5 Dwelling Units per acre  
(Hillside development)

Low Density Residence -- 4.5 dwelling units per acre  
Low density residential development in the relatively level area of the City

Medium Low Density Residence -- 7.0 dwelling units per acre  
Single family developments in the more level areas of the City

Medium Density Residence -- 10 dwelling units per acre  
Duplex and low density multiple residential development in the more level areas of the City

Medium High Density Residence -- 24 dwelling units per acre  
Relatively high density residential development in those areas in particular in the city, which, because of uniqueness of location, lend themselves to greater densities.

High Density Residential -- 36 dwelling units per acre  
There are locations in San Clemente where a high density apartment could be constructed without obstructing the view of residents. However, limitations as to the height above the top of the bluff should be imposed

The percentages of total land proposed by the General Plan to be used intensively for non-residential purposes is relatively low. This relationship is occasioned by the high percentage of land placed in the Open Space density classification which in turn results from the topography of much of the City.



## COMMERCIAL

Appropriate sites to accommodate a wide range of commercial uses should be recognized in the San Clemente Community. Sites should be varied in size and location so as to serve neighborhood, community, central business district, special highway and recreational needs as appropriate, all in accordance with accepted planning principles. Sites should be planned as integrated units, and so limited that strips of partially developed land, excess to the future needs of the City at planned capacity, are avoided. Attention should be directed to specific features of topography, access and scenic values which will influence in varying degree, the location and design of commercial centers within the community.

### Highway Commercial

Commercial development orientated toward the circulation system and located where it will be conveniently accessible to the tourist.

Typical use: Hotels and motels, service stations, garages, restaurants, places of amusement, apartment houses, small markets, novelty shops, clothing stores, etc.

### Commercial Neighborhood

Commercial development orientated toward the trace generated within a neighborhood. Size of area is usually limited to eight to ten acres.

### Central Commercial

Commercial developments, including the Central Business District and District Shopping Centers providing all the commercial use outlets to serve a city of 50,000 people.

Since the General Plan is designed to provide adequate areas for commerce to meet the needs of a population of 50,000, a minimum of 240 acres is allocated, representing 4.7 acres of commercial area per thousand persons.

## INDUSTRIAL

The designation of an appropriate reserve of land to be used for the general manufacturing and industrial services is a basic objective of the San Clemente General Plan. Industrial sites should be concentrated in adequate acreages so as to promote the compatibility of uses within the sites and reduce interference with neighborhood residential and other community uses. These sites should be located so as to be readily accessible to major elements of the Highway system wherever possible. Steep hillsides or mountainous sites should be avoided except for those areas which may be included to insure the integrity and compatibility of sites for industrial use. Because location requirements dictate that industrial areas be convenient to major elements of the highway system and thereby become a visible part of the Community pattern and cityscape, the quality of site development and maintenance including such factors as good structural design, landscaping, visual screening, appropriate location of storage areas and other less attractive activities become significant considerations in the implementation of the General Plan.

### Industry-Service.

Industrial areas for the service type of industry; for example, building supply yards, maintenance yards, automobile body and fender repairs, equipment storage, wholesale trade, warehouses, etc. Carefully drawn performance standards should be imposed on all industry, particularly that adjoining residences and the freeway.

### Industry-General.

Industrial areas for the lighter, cleaner, more sophisticated type of industry. Permitted uses should be carefully screened and performance standards be imposed through an Architectural Review Board to provide for landscaping, adequate buffers, limitation on height of buildings, signs, off-street parking, etc.

A minimum of 750 acres of land is allocated on the General Plan for industry. As industrial plants are established in these areas, jobs in sufficient numbers should be available for the city of 50,000 persons.



## CIRCULATION

The existing and proposed circulation pattern of the General Plan is and will continue to be structured by the City's primary topographic elements -- the narrow coastal terrace interrupted by deep canyons and the rolling mountainous areas to the east. The major considerations are: Through traffic, intra-city traffic, and supplemental recreational traffic.

### Freeways

Through traffic north and south through San Clemente will be accommodated on the San Diego Freeway. This freeway constitutes the major transportation artery between San Diego and Los Angeles.

A second freeway, the proposed Ortega Freeway, while not passing through any part of the City of San Clemente, will, by means of interchanges with major and secondary highways in the Highway Plan for the southern part of Orange County, provide ready access to the east and southeast.

### Master Plan Highways

Master Plan Highways supplement freeways. The highways function as a primary intra-community network and, in addition, accommodate the City's seasonal and week-end recreation traffic. The Master Plan Highways are categorized as follows:

|                                          |           |                 |
|------------------------------------------|-----------|-----------------|
| Major Streets - Right-of-Way             | 120 feet. | Paving 84 feet. |
| Primary Streets - Right-of-Way           | 100 feet. | Paving 84 feet. |
| Secondary Streets - Right-of-Way         | 80 feet.  | Paving 64 feet. |
| Collector Streets - Right-of-Way         | 60 feet.  | Paving 40 feet. |
| Hillside Collector Street - Right-of-Way | 54 feet.  | Paving 40 feet. |

The highway plan conforms generally to the Master Plan of Arterial Highways for the County of Orange as it applies to the southern part of the County in which San Clemente is located.

### Scenic Highways

Scenic Highways are established along routes where natural settings offer the motoring public significant opportunities for visual enjoyment as they travel through the City. The Scenic Highway Element proposes, wherever practical, that vista points and wayside rest areas be provided so that the traveler may leisurely observe the natural beauty of the City and the area. These vista points should be designed into future subdivisions as they are developed in the hills.

In order for the unique visual features of San Clemente to be utilized



to the best advantage by the motorist, San Diego Freeway is designated a Scenic highway, and the Master Plan Highways in the hills east of the San Diego Freeway be carefully surveyed to determine which of these highways has unique scenic values which should be preserved in the process of development.

### Local Streets

Local streets provide local service and will be designed and constructed as neighborhoods are developed and will be integrated into the system of major, primary and secondary streets. One existing local street which should be given early attention is South Ola Vista. It is possible by means of minor openings, extensions and widening to provide a good north and south street through the residential area west of the San Diego Freeway to supplement El Camino Real which otherwise provides the only continuous north-south surface artery. As the city grows, this relief street will become increasingly more important.

### Heliports

The General Plan suggests a heliport to be located near the geographical center of the City preferably within the industrial district west of the San Diego Freeway in the vicinity of Avenida Pico in the back country. The heliport is visualized as providing San Clemente with a facility which will be linked with the air transportation system of the region of Southern California. In addition, it is anticipated that small helistops will be provided to accommodate specialized private and public needs in such locations as these specialized requirements may dictate.

### Public Transportation

The circulation element of the General Plan indicates that San Clemente will be dependent primarily upon the automobile for the movement of people. As the population of the City and the surrounding areas becomes more numerous local public transit will be required in order to maintain continued efficient and convenient inter- and intra-community traffic flow.

The inter-community transportation needs of the community are served by the Greyhound Bus via the San Diego Freeway. If commuter trains were properly scheduled or a mass Rapid Transit System was established over the Santa Fe Railroad this facility could provide an excellent commuter service between San Clemente and Los Angeles and San Diego. The possibility of such service in the future should certainly be considered and the proposal periodically reviewed.



## PARKS AND RECREATION

The Parks and Recreation element of the General Plan recognizes two basic types of facilities; namely, Regional and Local. The Plan includes a range of park and recreational facilities which highlight the unusual and unique natural features of the City. The preservation of areas of the natural environment is to be encouraged in the development of the hillside areas and the steeper slopes should be preserved as open space. In addition to the State Park which serves the region, additional large parks will be required to serve the ultimate population of the City. Sites of scenic and recreational interest should be identified, acquired, and developed. The possibility of the County providing a regional park in the vicinity should also be encouraged.

The provision for local recreation areas within the City of San Clemente is made difficult because of the rugged topography, lack of level sites, and lack of access to certain areas within the City. For this reason the General Plan proposes neighborhood parks to be distributed throughout the hilly areas and the ultimate location determined in the process of the subdivision of the land. Wherever possible, the neighborhood park should contain five to ten usable acres and be located adjacent to the elementary or intermediate schools to allow for joint use of facilities. In some few instances, where appropriate, it may be advantageous to include neighborhood type facilities within community of specialty parks.

A major aspect of the Plan relates to public enjoyment of the shoreline and features the public use of facilities such as beaches, shoreline, access ways, and vista points. Under the proposal, it is anticipated that beach front properties will remain in private ownership for some time; however, all shoreline property lying west of the bluff should ultimately be acquired by the public and developed as a shoreline park.

The recreational element of the plan is particularly significant because of the strong orientation of the economy of San Clemente toward the tourist industry and because of the large retired population. If San Clemente is to attract the tourist, and it has many natural features and a very hospitable climate which would encourage the tourist to visit the City, then it must exploit those features and provide for the visitor an interesting program and a wide variety of recreational experiences.

The existing park system consists of the following areas:

### Neighborhood Parks

|                 |            |
|-----------------|------------|
| Plaza Area      | 3.41 acres |
| Mira Costa Park | 3.00       |



|                                |             |
|--------------------------------|-------------|
| San Luis Rey Park              | 2.00        |
| Verde Park                     | 3.10        |
| Vista Bahia Little League Park | <u>2.80</u> |
| Total                          | 14.31 acres |

#### Community Parks

|                                 |              |
|---------------------------------|--------------|
| Bonito Canyon Bicentennial Park | 11.00 acres  |
| San Geronio Park                | <u>20.00</u> |
| Total                           | 31.00 acres  |

#### Specialized Parks

|                                            |               |
|--------------------------------------------|---------------|
| Municipal Beach                            | 23.13 acres   |
| San Clemente Community Center              | 2.07          |
| Linda Lane Park (Beach Parking and Access) | 4.45          |
| San Clemente Beach Club (Pool)             | 1.56          |
| Leslie Park (Ocean View Point)             | 0.09          |
| San Clemente Golf Course                   | <u>131.60</u> |
| Total                                      | 162.90 acres  |

#### Regional Parks

|                               |                     |
|-------------------------------|---------------------|
| San Clemente State Beach Park | <u>109.10</u> acres |
| Total                         | 109.10 acres        |

Based upon the generally accepted standard of 10 acres of park land per 1000 people, the present population would require 230 acres of park lands of all types of which 138 acres would be in Regional Parks and 92 acres in Neighborhood and Community Parks.

The 162.73 acres of Specialized Parks do fill needs within the City Park System, but they do not provide the opportunities for involvement normally found within a properly designed neighborhood or community park and should not be tabulated as such.

The 109.10 acres in Regional Parks will support a population of 18,183 persons, or a population less than the present 23,000.

However, the 45.31 acres in Neighborhood and Community Parks are inadequate and less than half the 92 acres that ought to be available to support the 23,000 persons now living in San Clemente.

These calculations are based upon publicly owned park lands. There are private golf courses which add to the available open space and to the recreational opportunities for the people of the City.

Since the economy of the City is strongly tourist oriented, park and recreation areas should be provided to meet not only the needs of people of San Clemente as determined by the standard of 4 usable acres of Neighborhood and Community Parks per 1000 people and 6 acres of regional parks per 1000 people, but additional facilities as well for the tourists.

The following are suggested improvements and additions to the park system:

1. Improvement of the beaches and the provision of convenient access to them.
2. Additional neighborhood or community parks at the rate of 4 usable acres for each 1000 increase in population.
3. Additional regional parks at the rate of 6 acres for each 1000 increase in population.
4. Enforce ordinances requiring park dedication by developers as a condition to the approval of new subdivisions (or a fee per unit, with the fee to be applied toward the acquisition and development of additional neighborhood parks).
5. Provide for adequate open space in "Planned Development" projects.
6. Provide for open spaces in hillside developments.
7. Develop program for the annual acquisition of land and development of sites. This should be made a part of the long range capital improvement program of the City.
8. Ultimate total park needs based upon ultimate population of 50,000 - 700 acres.

|                                  |           |
|----------------------------------|-----------|
| Neighborhood and Community Parks | 200 acres |
|----------------------------------|-----------|

|                |           |
|----------------|-----------|
| Regional Parks | 300 acres |
|----------------|-----------|

The following table describes the generally accepted standards for the development of a comprehensive park and recreation system.



| <u>Nature of Recreation</u>   | <u>Ages Served</u>            | <u>Minimum Acres</u> | <u>Service Radius</u> | <u>One Acre Serves</u> | <u>One Site Serves</u> | <u>Desirable Features Min. Facilities</u>                                                         |
|-------------------------------|-------------------------------|----------------------|-----------------------|------------------------|------------------------|---------------------------------------------------------------------------------------------------|
| Play Lot                      | Group Housing<br>Planned Dev. | 1/8                  | One Block             |                        | 136 total              | Closely supervised areas.                                                                         |
| Neighborhood Park             | 5 to 14                       | Active Area 3        | 1/4 to 3/8 mi.        | 218 Children           | 600-800 Children       | Space for Juvenile Tag & Athletic Games, Crafts Bldg., Table Games. Rest Area and Planting.       |
|                               | Aged Persons                  | Passive Area 2       | Same                  | 2000 Tot. Pop.         | 3,000-10,000 Tot. Pop. |                                                                                                   |
| Community Park and Playground | 15 to 20 and Adults           | Active Area 10       | 3/4 to 1-1/2 mi.      | 290 Youths             | 1,000-4,000 Youth      | Swimming Pool, Courts, Athletic Fields, All-Purpose Bldgs., Facilities for Large Group Activities |
|                               |                               | Passive Area 5       | Same                  | 2000 to 6000 Pop.      | 10,000 to 15,000 Pop.  |                                                                                                   |
| Regional Park                 | All                           | No Limit             | No Limit              | Variable               | Variable               | Outstanding Scenic or Recreation Activities                                                       |
| Specialized Park              | All                           | No Limit             | No Limit              | Variable               | Variable               | Special Uses, Beaches, Cultural Activity, Golf Courses etc.                                       |

## COMMUNITY SERVICES

### Civic Center

The administrative center for the City of San Clemente has been determined and an adequate site to accommodate the existing and future needs has been acquired. A plan to expand the present city hall facility has been prepared.

Provision should be made for inclusion within the Civic Center of such branch County facilities as a courts building and branch administrative offices of the County as they become necessary.

### Utilities

Several features of utility service are particularly important to community planning. Land development and utility planning go hand in hand and utility facilities are provided in response to development demands. Whether privately or publicly owned, agencies responsible for the provision of utility services must rely to a certain extent on use of public streets for overhead or subsurface lines. Utility stations and plants have varying effects upon adjoining land uses, and their proper locations with respect to surrounding areas become a matter of public concern.

The General Plan provides a sound basis for the design of all utility systems whether it is gas, electric, telephone, water or sanitation. The distribution of the population and the location of commercial and industrial centers and other large utility users as established in the plan enables the utility planners to design the most functional and economical system.

### Storm Drainage and Flood Control

The control and discharge of surplus water from the hills to the ocean is largely dependent upon a system of drainage easements, most of which follow the existing canyons of the city.

Maximum and minimum annual rainfall for 35 years of record show 28 inches per year and four inches per year, respectively, for San Clemente.

The Plan map contained in this report shows proposed drainage areas and regulating basins in a general nature and location. Sizing of these storm drains is available in a separate report on file in the Engineering Department of the City and known as General Plan Amendment No. 3.



## Domestic Water Storage and Trunk Water Main Distribution System

The present and future requirements for a domestic water storage and distribution system for the area within the present boundaries of the city and for areas which might logically annex to the city in the future are depicted in this element. Because of its complex and technical nature it is detailed under separate cover and is not included in this report, even though it is very much a part of the City's General Plan, and known as General Plan Amendment No. 6.







## IMPLEMENTING THE PLAN

### Zoning

As a precise regulation of land use and building intensity, zoning will be one of the chief instruments for implementing the General Plan. However, the existing zoning regulations applicable to properties in the City of San Clemente are compatible with the existing pattern of uses within the City and generally reflect the City's present pattern of the level developed areas. In the future, changes in this zoning pattern will be needed in order to meet the demand of continued urban pressures and the development of the more hilly portions of the City.

The General Plan will act as a guide in processing these changes and will aid the City Planning Commission and the City Council in deciding requests for zone changes, zone variances, and special permits within the City. Thus in a specific way, the General Plan will help insure that development will occur in an orderly and reasonable manner.

### Subdivision Administration

Each time a new subdivision, with its streets, blocks, lots, open space and buildings is planned and developed, the form of the community becomes substantially more definite. Whoever plans a subdivision inevitably plans a portion of the Community. It is through the City's subdivision regulations and the coordination with the City Engineer, County agencies, the School District, the utility companies and other related agencies that the General Plan is further implemented in concrete terms.

### Hillside and Mountain Development

To insure the safe and orderly development of the hillside and mountain areas, ordinances and regulations dealing with such matters as grading, brush control, erosion control, drainage, geology, fire protection and others should be rigidly enforced.

### Plan Review

It should be the aim of the City Planning Commission periodically to review and reassess this General Plan in the light of changing conditions, technological progress and design concepts. By such a program of continual review and evaluation, the General Plan will maintain its vitality and be responsive to the needs and desires of the City's residents. In this manner the objectives outlined in the General Plan Report can be accomplished within the foreseeable future.



## General

The map indicates, on a generalized basis, the variety of uses projected for the City of San Clemente, the distribution of which is based primarily upon the objectives outlined in this report. Residential densities range from those which typically accommodate single family homes to those which will accommodate multi-storied apartments. Location of commerce, industry, recreation and necessary appurtenant public facilities are indicated. Consideration is also given to existing land use and trends of development, the physical limitations of the land, and the desires of the people of the City regarding the type of community they prefer. The representations on the General Plan thus result from the consideration of many factors and were formulated only after a great amount of study including consultation with appropriate agencies, discussions with civic-minded citizens and a review of historical material available.







## CONSERVATION PLAN

### Introduction

The Conservation Plan conforms to Section 65302 of the California State Government code which requires that cities and counties adopt a Conservation Element in their General Plans by June 30, 1973.

Quoting from the government code, the section reads as follows:

A Conservation Element is required for the conservation, development and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals and other natural resources. The conservation element may also cover:

1. The Reclamation of land and waters.
2. Flood control.
3. Protection and control of the pollution of streams and other waters.
4. Regulation of the use of land in stream channels and areas required for the accomplishment of the conservation plan.
5. Prevention, control and correction of the erosion of soils, beaches and shores.
6. Protection of watersheds.
7. The location, quantity and quality of the rock, sand, and gravel resources.

Not all of the matters listed in the code are of concern to the City of San Clemente; however, those that are will be treated in the preparation of the plan by setting forth objectives, policies, standards and programs as appropriate. Those conservation matters which can be mapped will be shown on the Open Space-Conservation Plan map which will be adopted by the City Planning Commission and the City Council.

### Summary of the Plan

The Conservation Plan objectives, policies and programs are generally aimed toward the protection of the City's natural resources, it is recognized that a managed and controlled utilization of these resources is essential to the economic well being of the City. Detrimental environmental effects, both short and long run, of such utilization must be avoided, or alleviated, when avoidance is not feasible.

The State code outlines the subject areas which are to be included in various conservation plans. However, some of these subject areas are of minimal importance within the geographic boundaries of the City and are only briefly considered. Other areas, including sections on air pollution, coastline erosion, and archeological site preservation are



not specified by State law but are included in the plan.

Visual and aesthetic considerations have not been studied in the preparation of the Conservation Plan. However, it is recognized that these considerations are important and the Open Space plan recommends maintaining the steeper slopes of the hills in their natural state and the designation of scenic corridors which are designed to enhance the aesthetic and visual image of the City.

#### Water

The State of California has preempted all local jurisdictions with respect to the control of water quality, both on land and ocean. Its control is exerted through the various regional boards of the State Water Quality Control Board. Standards are set and prescribed by law.

The Conservation Plan advocates the conservation of water by utilizing reclaimed waste water; capture of storm water run-off, as practicable; and impact minimization of flood control projects.

The principal concern of the plan is to preserve and conserve the supply and quality of water resources of the City. Programs are recommended to reduce pollution from all sources and to restrict development when hazardous conditions warrant. Environmental Impact Reports should be required for projects where there is danger of polluting or contaminating the water resources of the City. Protection and preservation of the natural state of the Coastal Zone and the ocean for beneficial uses are key elements of the plan. Research to determine appropriate alternative uses for waste sludge is recommended.

#### Forests

No forests exist in the City of San Clemente. The report will deal briefly with vegetation growth in canyon areas.

#### Soils

A section dealing with soils, especially soil erosion, includes proposals to limit development in areas of high erosion potential and to require Environmental Impact Reports where more than 500 cubic yards of earth are to be excavated or moved.

Soil erosion is a potentially serious problem in hillside development. The conservation element recommends continued application or mitigating measures to prevent erosion in those projects where it may be a significant problem.

#### Fisheries

There are no commercial fisheries in San Clemente; however, sport fishing is a popular recreational activity. The plan recognizes the resource potential of marine life and suggests policies and programs to enhance



it. Important to increasing the diversity of marine life is the improvement of the quality of coastal waters through regulation of offshore discharges.

Proposed by the plan are recommendations to:

1. Require implementation of mitigating measures in projects that may have an adverse effect upon the marine environment.
2. Retain natural appearance of watercourse courses where controlled flow or projects are necessary.
3. Create artificial reefs to stimulate regeneration of marine life.

## Harbors

There are no commercial or small boat harbors within the corporate limits of the City of San Clemente.

## Wildlife and Botanic Communities

Although urbanization has destroyed much habitat for wildlife within the City, substantial areas of various habitat types are still relatively undisturbed. The continued existence of wildlife or unique botanic communities are sources of interest and pleasure to many citizens. To destroy the habitat upon which these organisms are dependent is to degrade the environment of which man is a part.

The plan identifies ecologically important areas that exist within the City and calls for action programs for their preservation. Some of these areas lie within areas designated Open Space in the Open Space Plan. In the event a project is proposed within an ecologically important area, an environmental damage (especially to flora and fauna) and consider the alternative or leaving the property in its natural state.

## Mineral Resources

The mineral resources section deals primarily with silica sand and clay and crude oil and natural gas extraction. Major utilization of mineral resources within the City is presently limited to a discussion of these two resources although only silica sand and Capistrano shale are being exploited at the present time. The stated policies pertaining to these sectors are intended to apply to other extractive activities that may occur in the future.

The Capistrano shale extraction activity located in the City is an important aggregate in building construction and the continued extraction of this resource in a controlled manner is suggested. Reclamation of Capistrano shale extraction sites for future building sites is proposed in the General Plan.



Possible crude oil and gas pools underlying the City have not been explored. Recognized, however, is the potential detrimental Environmental Impact of extraction operations if they are not properly controlled. The plan includes proposals for a ban on oil and gas exploration activities in the offshore areas and on the City's beaches. All oil drilling activities, where permitted, should be properly buffered from surrounding areas.

### Archeological Sites and Paleontological Deposits

Archeological sites and paleontological deposits deserve protection and preservation in much the same manner as the natural resources considered in the plan. While no known sites or deposits exist in the City at present, this section of the report deals primarily with forestalling development or guiding it when such sites or deposits are identified.

### Coastline Erosion

The standards promulgated by the U.S. Army Corps of Engineers for coastal maintenance are applicable to the City. Coordination with other jurisdictions in the placement of coastline structures is considered especially important. In addition to those areas covered by the California Environmental Quality Act, each Environmental Impact Report should contain a comprehensive justification for the placement and or maintenance of such structures.

### Air Quality

In addition to conforming with the standards and regulations of the Environmental Protection Agency, the State Air Resources Board and the Orange County Air Pollution Control District, other specific actions can be taken by the City to improve air quality. The plan proposes consideration of industrial performance standards through the zoning ordinances.

### THE CONSERVATION PLAN

The Conservation Plan consists of this text and the accompanying map. It is an element of the General Plan of the City of San Clemente and conforms to the provisions of Section 65302 of the California Government code.

### Purposes and Uses

The plan is designed to serve as an official guide for the Conservation, development and utilization of the City's natural resources for the use of the City Planning Commission, the City Council and other concerned governmental agencies; individual citizens and businessmen; and private organizations concerned with conservation. For the City Planning Commission and the Council, the plan provides a reference to be used in



connection with their actions on various City development matters, as required by law.

The plan is intended to protect and enhance the public health, safety and welfare. Projects and maintenance activities necessary to provide for the overriding public need, particularly emergency and protective operations, are not intended to be restricted by the plan. In addition, the plan is intended to establish a uniform policy and direction within local government concerning the conservation of natural resources: and provide a basis for decision making on proposals which, if implemented, will have a significant impact on the City's natural resources. Environmental Impact Reports (E.I.R.) are deemed necessary for projects or actions which significantly impact upon the resources dealt with in this plan.

Plans such as the Water System Plan, Drainage System Plan, Sewerage Plan and Open Space Plan and similar parts of the General Plan are concerned with specialized aspects of the conservation, development and utilization of the City's natural resources. The Conservation Plan considers these elements as well as other conservation elements.

This plan is subject to review and amendment, as necessary, to reflect changes in circumstances.

## WATER

### Objectives of the Plan

To continue to provide high quality water for domestic use in the City and to insure adequate water quality for all other beneficial uses.

To periodically re-evaluate the City's water system facilities in order to reflect changes in the demand for water resulting from technological development, population projections and new land use patterns.

To develop criteria for the water, sewerage and drainage facilities in a manner that minimizes detrimental impacts upon ecological systems.

To utilize technologies to improve the water system in order to meet increasing demand for water at economical rates.

To provide for orderly development through an integrated planning of water resources including water facilities, water reclamation, water recharge, sewerage facilities and drainage facilities.

To develop policies, standards and criteria which will provide a basis for evaluating environmental impact.



To develop guidelines for utilizing water related facilities for limited recreation, consistent with their primary purpose.

To encourage continual coordination between water and waste management agencies.

## Policies

The City shall continue to meet or exceed water quality standards as promulgated by the California Regional Water Quality Control Board.

Facility design standards for sewers, water facilities and water reclamation plants shall be continuously reviewed and updated to reflect technological advances, population projections and methods of construction.

In areas identified as having sewage facility deficiencies, the City shall restrict future development, deny zone changes, subdivisions and special Use Permits until the deficiencies are corrected.

## Programs

Where existing water or sewer facilities are inadequate, the City should continue to restrict building activity and regulate private development so that it will not place excessive loads on existing facilities prior to their expansion.

The City shall continue to maintain an inventory on developed and undeveloped areas not yet serviced by sanitary sewers.

The City should cooperate in regional coordination of water supplies and waste water disposal systems.

## Standards and Criteria

### Drinking Water Standard:

The United States Public Health Service has promulgated the public drinking water standards of 1962. These standards have been adopted by the California Department of Public Health and apply to public drinking water supplies. The State standards and any subsequent or revision shall be adopted.

### Beneficial Uses of Water

Beneficial uses of water in San Clemente area are established by the California Regional Water Quality Control Board, San Diego Region.

## Protection of Water Quality

The State Water Resources Control Board and the California Regional Water Quality Control Board, San Diego Region, have the responsibility of determining objectives and requirements for protection of the quality of water for all beneficial uses. Standards are established by the Regional Water Quality Control Board in their "Water Quality Control Plan (Interim)" and subsequent amendments are included in this plan be reference.

Some specific objectives and requirements intended to apply in this plan concern:

1. Ocean Discharge
2. Source Control and Pre-Treatment
3. Discharge to Tidal Waters
4. Discharge to Fresh Waters
5. Discharge to Groundwaters
6. Water quality objective to surface and Tidal Waters
7. Water quality objectives by solid waste and solid liquid waste disposal sites
8. Water quality objectives for ocean water
9. Temperature objectives for coastal waters
10. Discharge prohibition
11. Water quality requirements for water discharge to ocean water
12. Mass emission rates
13. Thermal and elevated temperature discharge

## Feasibility of Reclaiming Waste Waters

The reclamation of waste water can, in some instances, provide a relatively economic source of water for irrigation, industrial, recreation and, ultimately, domestic use.

Reclaimed sewerage or wastewater, must be considered a water resource. The criteria for evaluating reclaimed sewerage or waste water, as a source of water for whatever purpose, are identical to those from a pristine source. Such criteria include reliability, economics and aesthetics.

## Criteria for Classifying Disposal Sites

In order to protect ground water quality and insure the City's existing wells in areas near solid waste disposal sites continue to be protected, various criteria should be used in locating future sites and in evaluating Use Permits on existing sites. These criteria are set forth in the State Water Code and applicable sections of the California Administrative Code.



## Criteria for Determining Needed Sewage Projects

Sewage projects should be scheduled according to the following criteria suggested by State Water Resources Control Board:

- A. Projects that have been issued Cease and Desist Orders by the State Water Resource Control Board.
- B. Those needed to correct an existing water quality or water pollution problem or to conform to an areawide sewage collection plan will be scheduled at the earliest practicable date.
- C. Projects affecting a common receiving water or that can be logically included in an areawide or consolidated system will be scheduled as close together in time as water quality needs permit.
- D. Treatment plants nearing flow or treatment design capacity will be scheduled so the expanded facilities will be available before a problem develops.
- E. Water reclamation projects which beneficially improve water quality and which conserve water resources through feasible re-use will be scheduled as soon as practicable.

## Flood Control Development Criteria

The Orange County Flood Control District and the City cooperate in the design of flood control and storm drainage facilities in the City of San Clemente to provide relief from the more severe storms.

Wherever possible, the natural drainage channels and canyons should be left in their native state.

The construction of projects in which the public will take pride and in which provision of attractive surroundings for the enjoyment of the public are criteria to be considered by all flood control agencies in those cases where a channel is found necessary. A program for preserving, restoring and enhancing the natural beauty of areas through which flood control channels are constructed is desirable. Continual concern and effort should be directed toward a goal of environmental beautification.

Secondary to the main purpose of protection of life and property from flood, consideration should be given to possible multiple uses of lands bordering flood control channels; i.e., equestrian and biking trails.

## Water and Hydraulic Force

### Objectives

To set forth policies for the use of land in areas subject to hydrological hazards, such as flood plains and canyons.



To provide for continual development and improvement of the drainage system within the City in order to protect life and property from damage and destruction by flooding.

To develop programs for preserving, restoring and enhancing the beauty of areas where flood control channels are constructed.

#### Policies

To the extent practicable, the City shall continue to protect the quality of the water supply contained in storage reservoirs by separating storm runoff from the reservoirs.

Consistent with public health, safety and economics, the City shall encourage the maximum conservation of storm water runoff.

The City shall limit and restrict uses on lands subject to inundation.

Flood control projects shall be limited consistent with public health and safety. Where practicable, beautification techniques shall be implemented and elements of natural channelization employed.

In cooperation with the Orange County Flood Control District, the City should encourage the control and full beneficial use of flood waters. The prevention of damage by flood waters and erosion of stream banks by such waters.

#### Programs

To the extent feasible, the City should consider providing for treatment of storm water through the use of holding areas and replenishing the underground water pool.

In order to protect life and property from damage and destruction by flooding, the City should use its powers of land use control and zoning to prevent urban development in flood hazard areas in preference to construction of flood control facilities.

The City should request that periodic safety inspections be continued on all dams including critical dams located outside the City and reports be made available to the City.

The City should advocate that the Orange County Flood Control District continue its program of water conservation in light of their primary purpose of flood control and preservation.

#### Water Quality and Water Resources



## Objectives

To facilitate and encourage the conservation of the City's water resources: imported water, groundwater and waste water.

To identify compatible land uses for land adjacent to reservoirs, groundwater recharge areas, water wells, etc., in order to protect the quality of water.

To provide high water quality for beneficial uses.

To identify geographical areas of concern with respect to providing high quality water and the elimination of contamination and/or pollution of ground water and any receiving waters.

To maximize the conservation of water tributary to the drainage systems within the City of San Clemente.

## Policies

The City shall continue to support studies to determine the effects of waste discharges on water quality.

The City shall continue to strive for multiple uses of land along water routes consistent with their primary purpose.

The City shall require an Environmental Impact Report on the quality of waste discharge that will be created by any manufacturing plant before such a plant is allowed to receive a discharge permit to begin operations.

The City shall require that toxicants be removed from industrial waste prior to ocean discharge commensurate with the standards of the State Water Resources Control Board; those that cannot be removed at the treatment plant shall be removed at the sources.

Industrial waste handling shall be regulated so as to insure that toxic or other detrimental material entering the wastewater system is held at a level not adverse to ultimate water uses or receiving water requirements. Such regulation shall be conducted in coordination with the respective county agencies.

The City shall continue to monitor groundwater levels and quality in order to insure against overdraft and or possible degradation. The City shall ensure that compatible water quality conditions are maintained in areas of ecological importance.

The City shall formulate standards for Use Permit approval of solid waste disposal sites in order to protect ground water quality.

The City shall continue to protect the public health and welfare by separating the drainage system and the sewerage system.

The City shall continue to maintain effective street cleaning procedures. Strict enforcement of existing anti-litter regulations shall be encouraged.

#### Programs

Monitoring programs of the City should be continued to ensure water quality commensurate with the requirements for the use to which the water is to be put.

The City should coordinate testing of various products for chemical ingredients which may be a health hazard in water reuse. If these tests indicate such a hazard, steps should be taken to prevent their use in the City.

The City should continue to control dumping into flood control channels to reduce the possibility of "bootleg" dumping which does not meet State standards.

Develop legislation requiring that where industry produces more than normal amounts of pollutants, the City should require that the waste generator remove, or pay for the removal of, that portion of his pollutants which will have an adverse effect on the receiving stream or subsequent reuses of the water.

The sale and application of persistent (chlorinated hydrocarbon) pesticides by all users should be prohibited in the City.

The City shall support the Regional Water Quality Control Board in its program to indicate the constraints on location of solid waste disposal sites caused by proximity of ground water supplies and recharge or percolation basins.

The City shall prepare Environmental Impact Reports on all new permits for industrial waste discharges.

Encourage the advertising media to include street cleanliness as a topic of public education in their public service messages.

#### Water Reclamation and Water Recharge

##### Objectives

To utilize existing standards for water reclamation and water discharge in order to protect water as a resource for all beneficial uses and to preserve the natural environment.



To achieve the maximum practical use of fresh water through wastewater reclamation and reuse by industries, municipalities and agriculture.

To develop active programs for the replenishment of local groundwater supplies.

To maintain adequate groundwater levels to preclude seawater intrusion.

To upgrade, if necessary, the quality of the City's waste treatment system to assure high quality effluents.

## Policies

The City shall encourage the use of wastewater reclamation and reuse systems which assure the maximum benefit from available fresh water resources.

When wastewater treatment plants are constructed or upgraded, they shall incorporate the latest available technology.

The City shall require that sufficient information be supplied for the preparation of an Environmental Impact Report on any project which may have a substantial effect on the quality or quantity of the groundwater supply.

Groundwater replenishment shall be with water of relatively high quality.

The City shall consider the use of appropriately treated reclaimed water for use as sea water barriers.

The City shall continue to limit and restrict the issuance of permits for septic tanks and shall require sewer connection as sewers are available.

The City shall continue to encourage the use of up-stream water reclamation plants for the purpose of providing renovated water for reuse.

## Programs

The City Engineer should continue a monitoring program to ensure water quality commensurate with the requirements for beneficial use.

The City Engineer should continue to maintain strict standards of the industrial waste effluent that will be accepted into the sewer system for treatment.

The City should initiate feasibility studies regarding the segregation of industrial wastes from domestic wastes for reclamation purposes.

The City should continue to develop distribution facilities for potential use of reclaimed water.

The City should continue studies into the design of tertiary treatment facilities to provide the highest level of reliability current technology offers.

The City should initiate studies of water quality transformations that will occur in soil, particularly in areas planned for surface spreading.

Studies should be conducted to assess alternative methods for treating urban stormwater.

Initiate studies on the feasibility of utilizing urban stormwater and reclaimed wastewater for groundwater recharge to reduce reliance on imported water.

## Protection of Watersheds, Beaches and the Ocean

### Objectives

To assure the continued preservation and protection of watershed areas in the hillside areas of the City to the extent feasible.

To develop criteria to facilitate an optimum combination of land uses in the Coastal Zone.

To insure that effluents discharged into the ocean contain no constituents which are hazardous to human life, aquatic life or the food webs.

### Policies

Hillside areas of the City shall be controlled and regulated in order to minimize grading and flood control projects and to limit sedimentation and soil erosion.

The City shall vigorously participate in the formulation of policies and criteria for evaluation of developments within the permit area of the South Coast Regional Coastal Zone Commission.

Subject to adequate controls, the use of waste materials to rehabilitate or enhance the marine environment shall be encouraged.

The City shall ensure that ocean discharge from wastewater treatment and disposal facilities is not detrimental to marine or aquatic-associated life.

The City shall ensure that ocean outfalls and diffusion systems provide rapid initial dilution and effective dispersion.



Construction activity in the ocean within the City's jurisdiction shall require an Environmental Impact Report and such construction shall require a Use Permit.

The City shall require permits and monitor all industrial plants discharging heated water to ensure that detrimental effects of thermal discharge are kept to a minimum.

#### Programs

Establish appropriate densities in hillside areas to maximize the retention of these open areas as watersheds.

The City Engineer should continue to participate in studies to determine the beneficial or detrimental effects of waste water on marine life.

The City should endorse continued studies leading to development of a marine monitoring program which will determine the effects of wastewater on biologic forms.

The City should develop standards and criteria for presentation to the South Coast Regional Coastal Commission.

The City should continue research into methods of handling waste sludge.

Studies leading to standards regarding the temperature of effluents, taking into consideration the economic cost and possible ecological benefits of heated sea water on marine life, should be initiated.

Disposal of heated sea water should be kept away from all kelp beds.

The City should endorse studies of future power plants and industrial firms using cooling water to determine if closed circulating systems are feasible or desirable.

The City shall request that the State lands division complete its inventory of offshore mineral resources and related geologic studies and make this available to the City.

#### FORESTS

There are no Federally or State owned forest lands within the corporate limits of the City of San Clemente; however, there are areas in the canyons which are wooded and which are of concern to the City.

#### Objectives

To utilize the wooded canyon areas for multiple use. To retain in their native state the chaparral covered hillsides.

## Policy

The City shall, wherever feasible, in the approval of development and subdivisions reserve the wooded canyon areas.

## Programs

Encourage developers of hillside property to reserve the wooded canyon areas and the steep chaparral covered hillsides in their native state.

## SOILS

### Objectives

To prudently utilize the inherent capabilities of all soil groups to serve both short and long-term interests.

To continually intergrade geologic knowledge about soil behavior into the Building Code and the planning and zoning process.

To identify areas where there are critical soil conditions relating to potential erosion, groundwater contamination and the like.

To expand existing standards and criteria to insure maximum protection of the solid mantle and vegetative cover in areas of development.

To regulate grading so as to preserve the natural terrain.

### Policies

All development within the areas of potential soil erosion hazard shall continue to meet soil test criteria, standards and procedures required by the City Engineer and the Building Department.

In areas of high erosion potential, development shall be minimized or, where feasible, avoided.

The City shall regard soil capabilities and limitations when considering all zone change requests.

Projects involving grading permits for 300 cubic yards or more of earth shall require Environmental Impact Reports.

The San Clemente Grading Ordinance sets forth specific requirements in regard to grading operations in the City. The standards and requirements set forth in this ordinance shall be rigidly enforced in the hill and mountain areas.

### Programs

Prohibit the use of privately-owned off-road vehicles in areas that are susceptible to erosion, particularly the officially designated



hillside districts.

Studies should be continuously made to achieve better slope stabilization. New forms of stabilization should be researched, tested and implemented when feasible.

Establish a continuing educational and public information program through the Building Department to inform hillside residential dwellers of their responsibility and the methods to maintain slope stability.

Consider modifications to the Grading Ordinance with respect to limitations on nuisance factors regarding dynamiting, dust and permitted hours of work.

Insure adequate on-site inspection, control and adherence to established rules and regulations involving grading.

Consistent with fire regulations, require maximum retention of trees and other vegetation which stabilize steep hillsides, retain moisture, prevent erosion and enhance the natural scenic beauty and, where necessary, require additional landscaping to enhance the scenic and safety qualities of the hillsides.

Require appropriate planting to maintain and stabilize cut and fill slopes.

Require maximum retention of natural topographic features and qualities of scenic, geologic or historic interest that enhance the character of the area, including the natural skyline.

Impose appropriate conditions on the size of areas to be graded or to be used for building, and on the development of all slopes to ensure conformance with these policies.

Encourage changes in the grade and alignment of streets or in the size and configuration of lots in order to achieve the purposes of these policies.

## FISHERIES

### Objectives

To recognize offshore fisheries as a beneficial use of the marine environment and to minimize the detrimental impact of private or public projects upon them.

To preserve unique scientific, ecological and educational opportunities in the coastal offshore environment.

## Policies

All City agencies planning or carrying out projects in the Coastal Zone shall be required to include measures that may be taken to improve or partially restore habitats to be disturbed in the respective Environmental Impact Reports on these projects and to implement these measures.

The City shall make every effort to retain natural water-courses within the City that have access to the ocean.

The City shall vigorously continue to enforce laws against oil spillage within coastal areas under its jurisdiction and proceed with necessary actions against offending ships.

Coastal areas containing ecological or scenic resources of significant value should be preserved within state wilderness, state reserves, state parks or natural preserves.

## Programs

Cooperate with other agencies or scientific organizations researching the offshore environment through technical assistance and by joint powers agreements.

Prohibit the use and sale of chlorinated hydrocarbon pesticides within the City of San Clemente to prevent detrimental effects upon marine resources. Urge that similar action be recommended to other municipalities by the Southern California Association of Governments (SCAG).

Support federal legislation that will set standards on waste discharge from vessels with foreign registry.

## HARBORS

There are no Harbors within the City of San Clemente, nor is it contemplated that any will be built.

## WILDLIFE AND BOTANIC COMMUNITIES

### Objectives

To identify ecologically important wildlife habitat areas and consider setting these areas aside as wildlife preserves.

To keep ecologically important areas in a natural state, consistent with the public need, health and safety.

### Policies

The City shall consider development of land use classifications, as



necessary, to assure protection of important natural wildlife habitats or botanic communities.

All governmental agencies shall be encouraged to include areas identified as containing unique plant life in land conservation programs.

The use of privately-owned off-road vehicles in identified key wildlife habitats and unique plant life areas shall be prohibited.

In key wildlife areas and or ecologically important areas, tentative subdivision maps shall be submitted to the appropriate agencies for review of possible damage to wildlife habitat and violation of laws with respect to endangered species.

### Programs

Prepare an ordinance providing the City with authority to temporarily withhold approval of development plans in order to protect designated ecologically important areas until City has determined the ultimate use of the area.

Enact an ordinance preventing privately-owned off-road vehicle use in identified key wildlife habitat and unique plant life areas.

Consider amending the Zoning Ordinance, where necessary, to restrict intensities of land uses that may be detrimental to unique plant types in areas identified in the Conservation Plan.

Seek funding to purchase sufficient quantities of land to protect areas deemed ecologically important.

Request the State to rebate to the City funds collected from citizens for the purchase of personalized automobile license plates, if the State will rebate these funds, then encourage automobile owners interested in Conservation to purchase these plates, inasmuch as such funds are earmarked for land purchases.

### MINERAL RESOURCES

#### Objectives

To provide for the proper development of the City's mineral resources.

To minimize the detrimental effect on the environment of mineral resource extraction operations.

To provide for managed and controlled production of the City's mineral resources consistent with National, State, Regional, County and City policies and needs.

## Policy

The City's primary mineral resource extraction activity concerns sand and shale operations. The plan concentrates, therefore on this area. However, it is conceivable that efforts may be made to explore for oil and gas and if found in quantity exploit that resource. Therefore, the objectives, policies and programs contained herein, in principal, apply equally to other mineral resource activities that may occur in the City.

## Sand and Shale

### Objectives

To provide necessary guidelines for the effective control and utilization of sand and shale resources to minimize both short and long run detrimental environmental impacts of extraction and associated operations.

To identify those operations which pose the most serious environmental problems and to suggest appropriate remedies.

To encourage reclamation of land where extraction operations are or have taken place.

To provide aesthetically pleasing buffers and screens from extractive operations.

To protect ground water from contamination as a result of extractive operations.

### Policies

In order to minimize the adverse environmental impact of extractive industries, the City should adopt standards whereby the short term impact of such industries can be overcome and provide positive benefits to the City. The unavoidable short-term impacts should be minimized.

Extraction and transport of minerals and related materials shall be discouraged wherever it is apparent that a noise and or dust problem will substantially disrupt or inhibit adjacent uses or reduce the value of adjacent uses by limiting the uses which are possible on those parcels. Satisfactory remedial actions shall be required if extraction is to be allowed to occur.

Mineral extraction shall be prohibited wherever there is reasonable doubt as to the geological hazards which may result from such extraction.

Mineral extraction shall be prohibited wherever it is determined that



there may be significant adverse effects on the quality of the water table.

The City shall consider aesthetic factors in the determination of granting Use Permits or zone changes for the operation of an extractive industry.

The City shall encourage the reclamation of extractive sites for future parks, Open Space or such other land use as recommended in the General Plan.

The City shall encourage the phasing of extractive activities in order that only limited areas are affected by such activities at one time.

### Standards and Criteria

In order to minimize the adverse Environmental Impact of mineral extraction, the following procedures shall be required:

1. Determine location of processing plant area and type of screening essential to reduce the inherent conflicts with adjoining or nearby uses.
2. Construction of screens of either plant materials or overburden piles where it has been determined that visual or other conflicts such as dust and noise may occur.
3. Determine the pattern of excavation that will make possible the development of the proposed land forms and subsequent land uses.
4. Stockpile overburden material in areas designated for future land forms or where the material will be spread over excavated areas.
5. Progressively develop excavated areas by grading the land forms and stockpiles to desired grades.
6. The seeding and planting of developed land forms immediately after grading is completed or within appropriate planting seasons shall be required.
7. When shallow water or obstacles such as clay veins or rock outcroppings are encountered, consider their impact on the character of the proposed development.
8. Remove all equipment associated with the industry as soon as excavation is terminated.

### Programs

Determine and evaluate the alternative uses, limitations and development requirements of future extractive sites, considering the criteria for the protection of the watertable, technological and economic feasibility, surrounding land uses, etc.

Adopt specific regulations to require and assure site reclamation as a condition of extraction approval.



Adopt specific regulations dealing with the matter of fencing mineral extraction areas and landscaping to adequately buffer such areas.

Modify the Municipal Code to require mineral extraction activities to meet air pollution control, noise, odor and other industrial standards as a condition to the approval of the project.

#### Crude Oil and Gas Extraction

While there is no oil or gas extraction activity in the City of San Clemente at the present time, it is conceivable that at some future date the petroleum industry may explore for such natural resources. In anticipation of such exploration and exploitation, the following objectives, policies and programs are proposed.

#### Objectives

To appropriately control the extraction of the City's petroleum resources as they may be discovered in the future.

To ensure the public welfare, health and safety, while providing for reasonable utilization of the petroleum resources.

To ensure that petroleum producing activities are compatible with orderly urban development and desirable community environment.

#### Policies

Petroleum extraction activities and facilities shall be controlled in such a manner as to ensure their compatibility with the surrounding community. If compatibility with the surrounding community cannot be assured then extraction activities should be prohibited.

The City shall cooperate with County, State and national governments in conserving petroleum resources.

The City shall require full disclosure of all planned petroleum exploratory and extraction activities before approval of any such activity.

Future oil extraction activities shall be banned at surface locations on beach and offshore waters within the City's jurisdiction and within 3000 feet of the shoreline.

Consideration of drilling sites and petroleum production activities shall be subject to rules and regulations to be adopted by the City.

Removal of petroleum by pipe and beautification of drill sites and ancillary facilities shall be required by the City.

Pressure maintenance of oil fields, as operation progresses, should be required.



The City should require petroleum producers to employ the most modern techniques for the extraction of petroleum and associated activities in order to promote efficiency and reduce the nuisance aspects of these activities.

#### Program

The City's codes should be amended to:

1. Amend the Zoning Ordinance to establish controls, regulations and development standards governing the drilling for oil or gas.
2. Ban oil drilling on beaches and offshore within the City's jurisdiction and within 3000 feet of the shoreline.
3. Require mandatory pressure maintenance of oil fields to be instituted at the appropriate time in the life of the oil field.
4. Require full disclosure of anticipated activities and Environmental Impact.
5. Prohibit the practice of dumping brine and waste materials from oil extraction operations into the City's sewerage and drainage systems.

The City should urge that appropriate authorities in County, State and Federal Governments make necessary studies and formulate policies, standards and programs for conservation of the nation's energy resources. The City should actively cooperate in these studies, when and if they take place.

#### PRESERVATION OF ARCHEOLOGICAL AND PALEONTOLOGICAL FINDINGS

##### Objectives

To identify Archeological site findings and Paleontological deposits in the City worthy of preservation.

To promote public appreciation in the local works of pre-columbian man and of the intrinsic values inherent in preserving these works for scientific examination and general viewing.

##### Policies

Priority in the preservation of Archeological site findings shall be given to those threatened by development.

Endangered Archeological sites shall be protected by an ordinance which establishes methods for identifying and preserving significant sites.

Prior to issuance of grading permits in an area likely or known to con-

tain Archeological sites or Paleontological deposits, the City shall ensure that no such deposits will be disturbed until approved authorities have been notified and given a reasonable amount of time to study the site.

After the issuance of Grading or Building Permits, the City shall require notification of any Archeological sites or Paleontological deposits that may be discovered in the excavation process.

In the construction and maintenance of its various public works, the City shall attempt to avoid disturbing Archeological sites or destroying Paleontological deposits. In the event this is not feasible, the City shall notify the appropriate County or university authorities and allow sufficient time to study the site or deposits. Where feasible, preservation of findings shall be effected and made a feature of the project.

#### Programs

Assign to the Park Commission or other appropriate board or commission the responsibility for the investigation and if desirable the preservation of Archeological findings and Paleontological deposits.

Conduct a comprehensive study on Archeological sites and Paleontological deposits and establish priorities for their protection.

Delimit on maps of appropriate scale Archeological sites and Paleontological deposits for use in connection with the policy above.

Enact zoning provisions to protect areas of known Archeological value and, if possible, place such areas in the Open Space zone.

Sponsor the establishment of a private non-profit organization for the purpose of acquiring and preserving Archeological sites and Paleontological deposits.

#### COASTLINE EROSION

##### Objectives

To promote the beneficial uses of the coastline consistent with its preservation as a precious natural resource.

To preserve, to the maximum extent feasible, the ecological balance of the coastline.

##### Policy

The City shall seek to coordinate coastal protection measures with the South Coast Regional Coastal Zone Commission and other coastline juris-



dictions.

#### Standards

The plan incorporates, by reference, those standards for coastal maintenance which have been promulgated by the U.S. Army Corps of Engineers.

#### Programs

Study methods for facilitating the controlled flow of storm water-borne sediments to the coast consistent with the maintenance of flood control facilities.

Investigate the feasibility of establishing joint powers agreements for comprehensive coastal management.

Prepare a shoreline development plan as an element of the General Plan.

#### AIR QUALITY

The City recognizes that the Environmental Protection Agency, the State Air Resources Board and the Orange County Air Pollution Control District have preempted the field of air quality control; however, there are still actions the City can take to improve air quality and these are set forth in this section.

#### Objectives

To meet air quality standards as presently established by law.

To seek additional standards, criteria and controls whereby the negative physiological, aesthetic and economic effects of air pollutants on City residents can be further reduced.

#### Policies

The City should participate in the continued investigation of alternative power sources including, but not limited to, nuclear, solar energy and fuel cell conversion of energy.

The City shall require the incorporation of air quality criteria in Environmental Impact Reports.

Environmental Impact Reports shall be required for proposed projects to contain industrial equipment producing more than 100 tons of air pollutants annually under normal operating conditions.

The City shall strongly support actions which will result in the allocation of public resources to develop a comprehensive non-polluting urban and inter-urban transportation system.

Plans and programs which increase the efficiency of and reduce energy utilization by residential, commercial and industrial users shall be encouraged.

#### Standards and Criteria

The standards promulgated by the Environmental Protection Agency and the California State Air Resources Board are adopted by reference.

#### Criteria for Environmental Impact Reports

Environmental Impact Reports shall include, but not necessarily be limited to, the following information:

Prevailing wind patterns for the assessment of proposed industrial and high-rise building sites.

Assessment of the microclimate in the site under consideration.

Satisfactory strategies to reduce energy usage.

#### Programs

Revise Zoning and Building Code provisions to include performance standards dealing with air quality.

Require new residential or commercial development to meet these performance standards or emissions.

Encourage developers to install better insulation in residential and commercial structures, giving careful attention to orientation to sunlight and better management of internal heat sources.

Require the use of those plant materials found to be effective in absorbing air pollutants.

Consider limiting the amount of energy used for lighting billboards and signs.

Urge continuation of feasibility studies on completely switching present fuel utilization: automobiles to utilize natural gas and industries and power plants to burn non-leaded gasoline.

Urge funding of appropriate state or federal agency to prepare air quality simulation models which would relate population growth, land use, industrial activity, pollution from vehicular and stationary power sources, circulation patterns and air movement.











## OPEN SPACE PLAN

The Open Space Plan is a mandatory element of the General Plan of the City of San Clemente. It consists of this report and the accompanying map.

### PURPOSES - Use of the Plan

The Open Space Plan serves as an official guide to the officials of the City and interested citizens for the identification, preservation, conservation and acquisition of Open Space in the City. The plan includes definitions, goals and objectives, policies, standards and criteria and a map which is to be used when decisions are made pertaining to Open Space within the City of San Clemente.

The plan map designates existing Open Space land in public and private ownership. Also indicated are lands which are considered particularly desirable for Open Space use.

Open Space areas may be privately or publicly owned. This plan includes goals, objectives, policies and programs directed toward the regulation of privately owned lands both for the benefit of the public as a whole and for protection of individuals from misuse of these lands.

### DEFINITIONS

Open Space is land which is essentially free of structures and buildings, is natural in character and possesses one or more of the following attributes:

1. Provides opportunities for recreation and education
2. Preserves scenic, cultural or historic values
3. Conserves or preserves natural resources or ecologically important areas
4. Protects or provides for the public health or safety
5. Enhances the economic base of the City
6. Preserves or creates community scale and identity
7. Buffers or defines activity areas

Open Space lands are hereby defined as lands which are devoted to Open Space Use (as defined) and so designated in accordance with Article 10.5 of the California Government Code.

Desirable Open Space is Open Space, either publicly or privately owned, which is needed to ensure the usefulness, safety or desirability of other adjacent lands. It also serves to maintain the overall health, safety, welfare or attractiveness of the surrounding community.





Application: The policies and controls applied to both desirable Open Space and Open Space lands in this plan are applicable only to lands so designated in this plan or by separate council action.

Open Space Uses: As defined in the 1972 State of California Government code, "Open Space Use" means the use of land for (1) "Preservation of Natural Resources", (2) "Managed Production of Resources", (3) "Outdoor Recreation" and (4) "Public Health and Safety".

Other terms. In order to clarify the intent and meaning of this plan, the following terms are explained:

Unique natural features are scenic viewpoints or natural features identified in City or County plans and or by Federal, State or County governments.

Conservation or conserve relate to managed or controlled uses of Open Space.

Preservation or preserve relate to controlled nonuse of Open Space.

Protection or protect relate to the act of conservation, maintenance, reservation or preservation of Open Space land.

Provision or provide relate to methods of regulation, acquisition, contract, etc. of Open Space.

Acquisition or acquire relate to the purchase, condemnation, gift, grant, bequest, devise, lease, etc. dealing with Open Space lands.

Ecologically important area relates to areas containing representatives of ecologically important habitat types.

Natural state refers to essentially vacant land where vegetation and life systems existing therein are native to the area.

## GOAL AND OBJECTIVES OF THE PLAN

### Goals

To insure the conservation of sufficient Open Space to serve the recreational and environmental needs of the City.

To conserve unique natural scenic features, scenic areas, cultural and appropriate historical monuments for the benefit and enjoyment of the public.

To provide an Open Space system which provides identity, form and a visual framework to the City.



To conserve and provide Open Space which is considered necessary to protect the public health and safety.

To conserve and or preserve those Open Space areas containing the City's environmental resources including air and water.

To provide access, where appropriate, to Open Space lands.

### Objectives

To establish standards, criteria and order of importance for the location, quantity, quality, conservation and preservation of Open Space.

To encourage private persons and all levels of government to assume a logical role in the regulation, funding, planning, development and operation of a coordinated Open Space system for the State, County, Region and City.

To establish guidelines for utilizing existing Open Space for the maximum benefit of citizens of San Clemente consistent with the rights of persons owning such Open Space.

To develop programs and techniques to encourage private owners to create and preserve Open Space and for linear strips of land connecting Open Space areas.

To identify and preserve ecologically important areas within the City which are worthy of preservation and protection.

To identify unique natural features, scenic areas and historical sites which are desirable for preservation.

To identify, preserve and or conserve those lands necessary as Open Space land in order to protect the public health and safety.

To emphasize the importance of and to preserve Open Space and natural features in private and public development.

To establish appropriate guidelines for the use of the City's beaches and waterfront.

To establish guidelines for the maintenance in Open Space of those hilly and mountainous areas subject to unstable soil or geological conditions.

### POLICIES

Ecologically important areas are generally considered as Open Space. Policies and programs for their identification, preservation are major

concerns of the conservation element of the General Plan, which shall take precedence. However, the following shall apply:

- A. To the extent feasible, ecologically important areas shall be kept in a natural state.
- B. In the event a project is proposed within an ecologically important area, an Environmental Impact Report shall be prepared.
- C. The construction of streets through ecologically important areas should be limited and closely controlled in order to protect these areas.

Flood endangered areas should be set aside for appropriate Open Space uses.

Alteration of drainage patterns should be minimized in the development of any land in mountain areas.

Unique natural features when specifically designated should be protected.

- A. Beyond the extent necessary to protect life and property, natural streams and washes should be preserved.
- B. Cultural and historical monuments located on Open Space lands shall be protected and treated in the same manner as unique natural features.

The amount of earth moved in grading operations within desirable Open Space should be limited and closely controlled.

Multiple use of Open Space is considered especially important in proposed high density development.

The primary emphasis of Open Space in areas proposed to be developed to high densities shall be to provide psychological relief from urban development.

The provision of malls, plazas, green areas, etc. in the construction of building complexes and the provision of parks shall be encouraged.

Open Space areas shall be provided or developed to serve the needs, as appropriate to its location, size and extended use, of all neighborhoods in the City.

Small parks, public and private, shall be located throughout the City. Not only should recreation be provided but an emphasis shall be placed on greenery and openness.

Beaches and ocean areas should be protected from inappropriate or incompatible uses.

Lands designated as desirable Open Space should preferably be those lands which perform multiple Open Space function.



## Privately owned Open Space lands and desirable Open Space

Zoning provision to better control uses of privately owned Open Space areas, to be submitted in a separate document, should be enacted, including the establishment of an Open Space zone which shall provide for appropriate use of Open Space consistent with this plan and ensure that unique natural features be preserved.

Private development should be encouraged to provide ample landscaped spaces, walls, fountains and other aesthetic features which emphasize Open Space values.

Places of employment should have recreational facilities or Open Space available for their employees.

If development is allowed in ecologically important areas, the intensity of development should be kept to a minimum consistent with a reasonable use of the land. All measures should be taken to protect the area including appropriate buffering.

Hazardous Open Space areas including property subject to fire, steeply sloping hillsides, and geologically unstable lands are threats to public safety. Proposals for their use should be evaluated in light of more restrictive grading, better access, lower densities and more specific topographical standards.

Subdivision and zoning regulations should provide standards emphasizing natural and topographic values and constraints through density limitations, establishment of access standards, availability of public services, consideration of natural hazards, employment of aesthetic as well as safety aspects of grading practices, and environmental preservation. This is especially important with respect to preservation of vegetative cover and minimization of erosion.

The City should provide for density transfers or reallocations to private land owners in order to secure and or preserve Open Space areas, green belts, parks, cultural, historical and scenic features.

Private development which occurs in proximity to desirable Open Space areas should include roads and trails adequate to serve both that development and the immediately adjacent recreation and Open Space areas.

In desirable Open Space, areas with unique natural features or ecologically important areas, a preliminary development plan shall be submitted. Proposals should include: zoning, subdivision, grading, design, landscaping, public improvements and phasing. Also included should be an Environmental Impact Report dealing in particular with Open Space concerns.

Publicly-Owned Open Space land in Recreational use or primarily used for Environmental protection



The Department of Parks and Recreation shall be designated as the appropriate City agency responsible for the acquisition, preservation, operation and maintenance of City-owned Open Space lands where other operating agencies do not have a primary interest.

Open Space zoned by the City shall be retained for Open Space use whenever feasible. A finding by the City Council that public lands being sold by the City are not needed for recreational or Open Space uses shall be required before sale of such land is approved.

The City should concentrate its efforts on providing Open Space land of City or neighborhood significance.

Where feasible, the City should exchange publicly owned excess vacant lands, if such lands exist, for more useful Open Space areas.

The County, State and Federal governments should be encouraged to assume responsibility for providing Open Space land of County and State significance.

The public agency responsible for maintaining Open Space should be encouraged to request private owners and public agencies to donate, lease at nominal fees, or sell as excess, surplus lands which are suitable for Open Space use.

Open Space lands held by the public for recreation or park use shall be accessible and should be provided with essential utilities, public facilities and services.

Beaches located within the City of San Clemente are considered desirable Open Space lands. Measures to prevent beach erosion should be encouraged.



Publicly owned Open Space lands not primarily in Recreational uses or used for Environmental Protection

Multiple use of land adjacent to reservoirs, sewage treatment facilities, land reclamation sites, power line rights-of-way, flood control channels, etc. is encouraged consistent with meeting public health and safety standards and the primary functions of these resources, operating agencies should enter into agreements with the agency responsible for administration of Open Space in each case where feasible.

Freeways and major highways are determinants of urban form. They serve, in appropriate instances, to link elements of the Open Space system. Future design, location and improvement of these facilities should reflect this concept.

The City should ensure that appropriate Open Spaces are retained or created in neighborhood development programs.

Impacted areas, or areas with limited Open Space, should receive priority in funding for Open Space purposes, particularly in providing recreational facilities.

#### STANDARDS AND CRITERIA

No overall standard for Open Space is proposed for the following reasons:

Open Space serves various functions and needs for different areas of the City.

Open Space may consist of small lots or green spaces as well as large mountainous areas.

Park and recreation standards have been established by the General Plan.

#### Recreation Standards

Six acres of land per 1000 persons should be provided for regional parks. Standards for neighborhood and city wide parks, park size, general location, etc. are included in the General Plan.

#### Criteria for Scenic Drives

Scenic drives, whether a scenic highway or a scenic freeway, should be individually designated to emphasize scenic values and experiences and should conform to the unique topography of the area traversed. Needs of public utilities will also be observed in the design of scenic drives.

#### Scenic Highway

Functions both to carry traffic and provide scenic vistas.

A scenic corridor should be established to protect scenic values along the highway.

#### Scenic Parkway

Functions as a road within a park.

Parkland on either or both sides of a road.

Scenic corridor should be established to protect scenic values along parkway.

#### Scenic Controlled Road

Functions as any City street except that special landscaping should be provided to enhance the beauty of the community through which the road traverses.

Limited access.

Adjacent uses limited to low density, agriculture and or Open Space.

May have additional lands along the roadway landscaped or in a natural state.

#### Scenic Corridor

A scenic corridor may include portions of areas abutting a scenic drive with outstanding views, flora, geology, unique natural features or historical and cultural resources affording instruction or pleasure to the traveler.

Each scenic corridor is unique in that different values consistent with the area to be protected requires different design. Therefore, a separate study for each corridor is necessary.

Controls relating to adjoining land uses, height of structures, design and appearance of structures, etc. may be required for the scenic corridor, viewpoints, equestrian, hiking and bicycle trails and parks as appropriate, should also be included.

#### Density and Development

Development in the proposed Open Space zone should be limited to clustering of dwellings of various types on the more level areas of an ownership, provided the total number of dwelling units does not exceed  $1\frac{1}{2}$  units per gross acre, that those parts of the property with a slope greater than 30%, hazardous areas, natural features and earthquake hazard areas are maintained in open, undeveloped states and provided the number of dwelling units per net acre in planned development does not exceed 15 units. Dwelling unit densities may be further reduced if dictated by the following land carrying capacity considerations.



1. Topography (Slope)
2. Geology (Slides, soils)
3. Vehicular access
4. Public facilities and services (Availability)
5. Ground coverage of proposed improvements
6. Scenic values
7. Ecological values
8. Fire hazard
9. Earthquake hazard

Commercial development and other uses permitted in Open Space areas shall only be approved after full evaluation of the above listed land carrying capability considerations and review of the proposed design.

Commercial uses approved in Open Space areas shall be only of a convenience nature relating to various Open Space uses and in planned residential development and strictly controlled as to design and location.

Signs in Open Space areas shall be limited to those which indicate safety, public convenience, identification of structures, historical sites, campsites, etc.

#### Historical Sites

A Historical Site is considered a unique Open Space resource if a major portion (two-thirds of the site) is vacant or landscaped and the site is notable for one or more of the following reasons:

- A. A work of a master builder, designer, or architect who influenced his age
- B. Sites with significant trees or other plant life
- C. Sites identified with historic personages or with important events in national, state or local history
- D. Structures embodying the distinguishing characteristics of an architectural type, valuable for study of a period, style or method of construction
- E. Historic structure or site in which the broad cultural, political, economic or social history of the nation, state or community is reflected

Appropriate designated federal, state and county historical or cultural monuments or sites within the City of San Clemente are also designated as Open Space if they have a significant portion of their site vacant or landscaped.

#### Other Criteria for Identifying Open Space Land

Safety, Health and Social Welfare:

Lands subject to natural or man made hazards detrimental to life and property should be left in their natural states where feasible and considered as Open Space.

Land essentially in Open Space use serving to enhance and protect the public health and welfare should be considered Open Space. Those lands serving impacted areas are especially important.

#### Environmental and Ecological Balance:

Open areas which preserve or protect environmental quality or ecological balance should be considered Open Space.

#### Unique Site:

Scenic, historic, cultural, archeological or geological sites and natural formations which are "unique", "one of a kind" or non-replaceable should be considered Open Space.

#### Recreation, Urban Shaping, Urban Improvement:

Areas either in recreational use or with a potential for recreational use related to natural resources should be considered Open Space.

Open areas serving to shape or improve urban development by separating communities or neighborhoods, preventing urban sprawl, encouraging more desirable urban development while preventing urban blight may be considered Open Space.

#### Multiple Use of Open Space

Open Space lands meeting more than one of the above criteria are considered especially desirable and should be treated accordingly. Costs as well as social consequences of each action should be considered in any decision affecting use of these lands.

#### PRESERVATION, CONSERVATION OR ACQUISITION ORDER OF IMPORTANCE

The order of importance for the creation, preservation, conservation or acquisition of Open Space lands is as follows:

1. Areas which should be maintained as Open Space in order to provide for public health and safety. This includes lands needed for life support systems such as water supply, water recharge, water quality protection, waste water disposal, solid waste disposal, air quality protection, energy production and noise prevention.



Natural drainage channels, floodplains, fire hazard areas, airport zones and geological hazard areas are also Open Space necessary to the maintenance of public safety.

2. Scenic features, historic sites, natural resources, and other significant areas which are considered unique or irreplaceable in nature. This includes ecologically important areas.
3. Land well suited to recreational uses whether through public acquisition or by privately owned and operated recreation facilities.
4. Those lands in Open Space use which serve to link larger Open Space areas and the community and give form and identity to urban areas.

The groupings indicated above are general in nature and do not reflect differences in quality or intensity of a particular need or area.

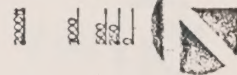
Areas of Open Space which satisfy more than one of the above groupings should be given greater importance.





Slope Element  
**OPEN SPACE AND CONSERVATION**  
 San Clemente California

- Slopes Over 30 Per Cent
- Slopes Under 30 Per Cent
- Approved Subdivision





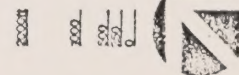




Hazards Element  
**OPEN SPACE AND CONSERVATION**  
San Clemente California

-  Landslide Deposits
-  Landslide Terrain
-  Fault Zone

 Approved Subdivision



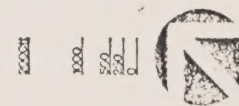






Natural Features Element  
**OPEN SPACE AND CONSERVATION**  
San Clemente California

- ← View Ridges
- Drainage Canyons
- Approved Subdivision







## FEATURES OF THE PLAN

The Open Space element of the General Plan includes a definition of Open Space; order of importance for acquisition and preservation of Open Space; and standards and policies with respect to Open Space. The above are intended as a guide for decisions with respect to Open Space in the City. Further, the plan includes a map indicating Open Space lands and desirable Open Space areas.

The plan indicates the following amounts of major Open Space acreages in the City (approximate amounts only).

### Open Space Lands

|                                                                        |     |       |
|------------------------------------------------------------------------|-----|-------|
| A. Publicly owned in recreation or environmental protection use        | 264 | Acres |
| B. Publicly owned not in recreational or environmental protection uses | 5   | "     |
| C. Privately owned Open Space lands                                    | 107 | "     |

### Open Space

|                          |       |   |
|--------------------------|-------|---|
| Desirable Open Space     | 5,600 | " |
| Total Open Space in Plan | 5,976 | " |

All areas designated as Open Space land on the plan are deemed to be in Open Space use as defined herein. The desirable Open Space areas shown are those lands which, although not now designated as Open Space lands, are particularly suitable for Open Space use or some combination of Open Space and development consistent with Open Space use.

Open Space lands and desirable Open Spaces of small size and less than neighborhood significance are not shown on the plan map. This is not meant to indicate that these lands are not of high Open Space value. The plan does include criteria by which these Open Space areas may be evaluated.

Where feasible, cluster development is encouraged on desirable Open Space lands which the public is unable to acquire or persuade the land owners to maintain in Open Space use. It is intended, therefore, that about 75 percent of these areas may be retained as Open Space land. The manner in which clustering is to occur shall be determined in a development plan to be submitted by the owner or developer of desirable Open Space lands.

The acreage includes those lands with a slope less than 30% and which



are free of earthquake hazards and unstable geological hazards and which may be developed.

The difficulty of financing large acreages of land for public Open Space is recognized. The maximum utilization of existing and future publicly owned lands for Open Space purposes is recommended. Also recommended is the use of linear strips of land to connect Open Space areas. As funds are made available for the acquisition of Open Space, it is envisioned that they will be used primarily to acquire additional Open Space areas, augment existing areas and link existing and proposed Open Space areas.

The creation of an Open Space and interconnected park network within the City is suggested. This may be accomplished initially through the utilization of existing publicly owned lands consistent with the primary usage of such lands and through selected acquisition by purchase or dedication of additional Open Space strips to link and augment existing Open Spaces. Flood control or drainage channels, washes, power line rights-of-way and existing park land can initially, form the back bone of this system.

The plan includes proposals for multiple usage of existing public facilities and rights-of-way. It is essential, however, that the primary function of these facilities be respected. It is anticipated that agreements outlining the extent of Open Space uses allowed will be executed between the City Department of Recreation and Parks and the principal agency controlling the concerned properties.

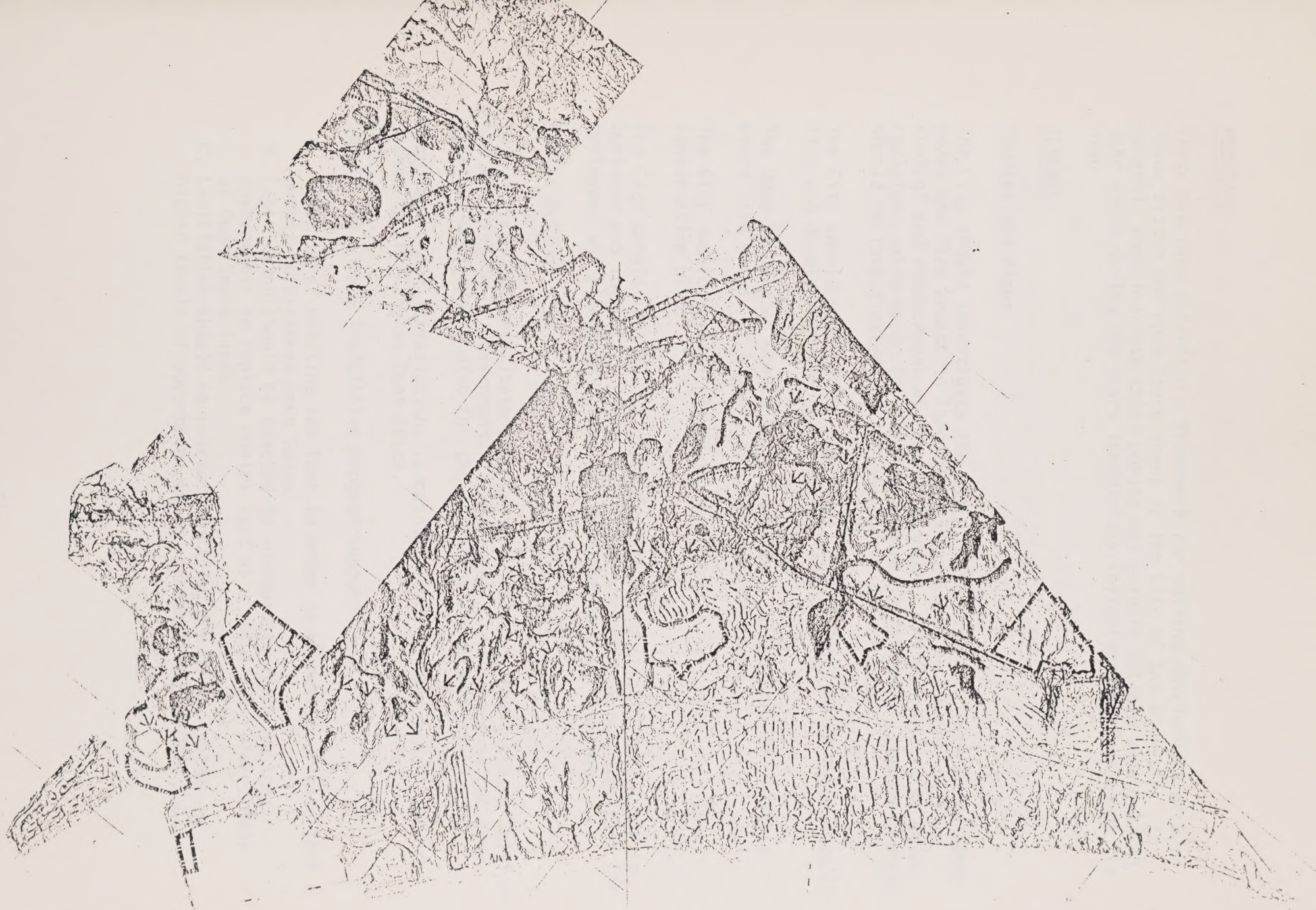
It is recommended that a comprehensive trail system be planned and developed utilizing scenic drives, selected flood and drainage channels and power transmission line rights-of-way to link Open Space and recreation areas with each other. Trails in brush and grass areas which are open to the public should be accessible to firefighting equipment.

It is recognized that the City as a whole is deficient in Open Space and recreation areas. Therefore, it is recommended that parks be established in the hill and mountain areas of the City.

The provision of additional local or neighborhood parks as proposed in the General Plan for the City is considered part of this plan.

The Open Space plan map indicates general location only of Open Space lands.





Composite of Elements  
**OPEN SPACE AND CONSERVATION**  
San Clemente California

2000'

1000'

500'

0'







## PROGRAMS

These programs establish a framework for guiding development of Open Space system and Open Space areas in the City of San Clemente. In general, they indicate those public and private actions which should take place during the years immediately following the adoption of the plan.

### GENERAL

#### Studies and Plans

The City should investigate the use of fire resistant vegetation along roads and fire breaks in large Open Space areas as a means of fire control and enhancement of the environment. The feasibility of using reclaimed waste water for irrigating portions of these Open Space areas should be investigated and implemented if practicable.

The City should explore all potential sources for financing the acquisition and development of Open Space.

The Open Space plan should be reviewed and, if appropriate, revised every five years, or sooner, as conditions warrant.

The City should participate in the preparation of the Coastal Zone conservation plan.

The City should institute a study for providing limited Open areas in business and industrial areas to provide recreational opportunities for employees and psychological relief from the work environment.

#### Public Actions

The City should participate with Orange County and the Southern California Association of Governments in preparing a comprehensive conservation and development plan for the coastal range of mountains.

Encourage other jurisdictions to maintain much of the vacant land adjacent to the City as Open Space.

Add to the City's legislative program support for:

- A. Revision of existing tax laws in order to encourage private land owners to preserve Open Space.
- B. Legislation should be enacted to appropriate funds to local governments to replace monies lost as a result of reassessment of Open Space lands.
- C. Legislation should be enacted providing for participation of higher levels of government in the preservation of Open Space



through direct subvention of funds, reimbursement or maintenance and planning costs of local agencies and committing excess land, as appropriate, for Open Space.

The County and City should encourage continual agricultural use of land through taxation policies such as the Williamson Act.

The City should budget funds for securing Open Space lands.

Open Spaces excessively vulnerable to fire, flooding, inundation, geological hazard and or steep slopes should be identified and zoned as Open Space.

Develop initial proposals to the County, S.C.A.G. and the State of California outlining the responsibility of each level of government in the planning, administration, funding and maintenance of Open Space land.

#### PRIVATELY OWNED OPEN SPACE LAND AND DESIRABLE OPEN SPACE

Appropriate sections of the City Ordinances should be amended to require the submission of a preliminary proposal in desirable Open Space areas where a General Plan amendment, zone change or subdivision is requested. The preliminary development project should include the following:

- A. Grading plans including contour grading proposals and figures indicating total amounts of earth to be moved.
- B. Zone change proposal.
- C. Number of dwelling units, commercial floor areas and other facilities to be provided.
- D. Tentative tract maps and other documents normally required therewith.
- E. Data necessary for the preparation of an Environmental Impact Report.
- F. Site plan of buildings of the proposed development including a landscape plan.
- G. Traffic report including analysis of road capacities both internal and external to the proposed development.
- H. A development and phasing plan dealing with roads, residential areas, commercial areas, Open Space lands and off-site improvements.
- I. Performance bonds as required.
- J. Cost feasibility study including a market survey.
- K. Availability of public facilities.

A workable procedure should be established by the City to preserve existing privately owned Open Space through the "Right of First Refusal".

The City should enact zoning incentives and regulations to encourage or require the provision of Open Space and recreation areas within the future intensively developed areas.

PUBLICLY OWNED OPEN SPACE LANDS IN RECREATION USE  
OR PRIMARILY USED FOR ENVIRONMENTAL PROTECTION

Agreements providing for subventions from the County of Orange and other governmental agencies to the City as reimbursement of costs for preservation, maintenance and operation of regional Open Space facilities should be requested.

Provisions for appropriately located roads in adequately protected Open Space areas should be included in the City's capital improvement program.

State and Federal funding for the development of scenic drives should be sought.

The issuance of bonds for the acquisition of parks and other Open Space lands within the City should be explored.

A system of bicycle, equestrian and hiking trails within Open Space lands should be established.

PUBLICLY OWNED OPEN SPACE LANDS NOT PRIMARILY IN  
RECREATION USE OR USED FOR ENVIRONMENTAL PROTECTION

Linear park and trail systems utilizing scenic highways, power transmission rights-of-way, and flood control channels should be established.

The City Council should establish policies, plans and programs for the administration of Open Space lands within the City.

Consistent with their primary use, lands adjacent to reservoirs or other similar facilities should be used for limited recreation.

Roads through desirable Open Space land areas should be designed to emphasize scenic values to accommodate recreational activities such as hiking, equestrian and bicycle trails.



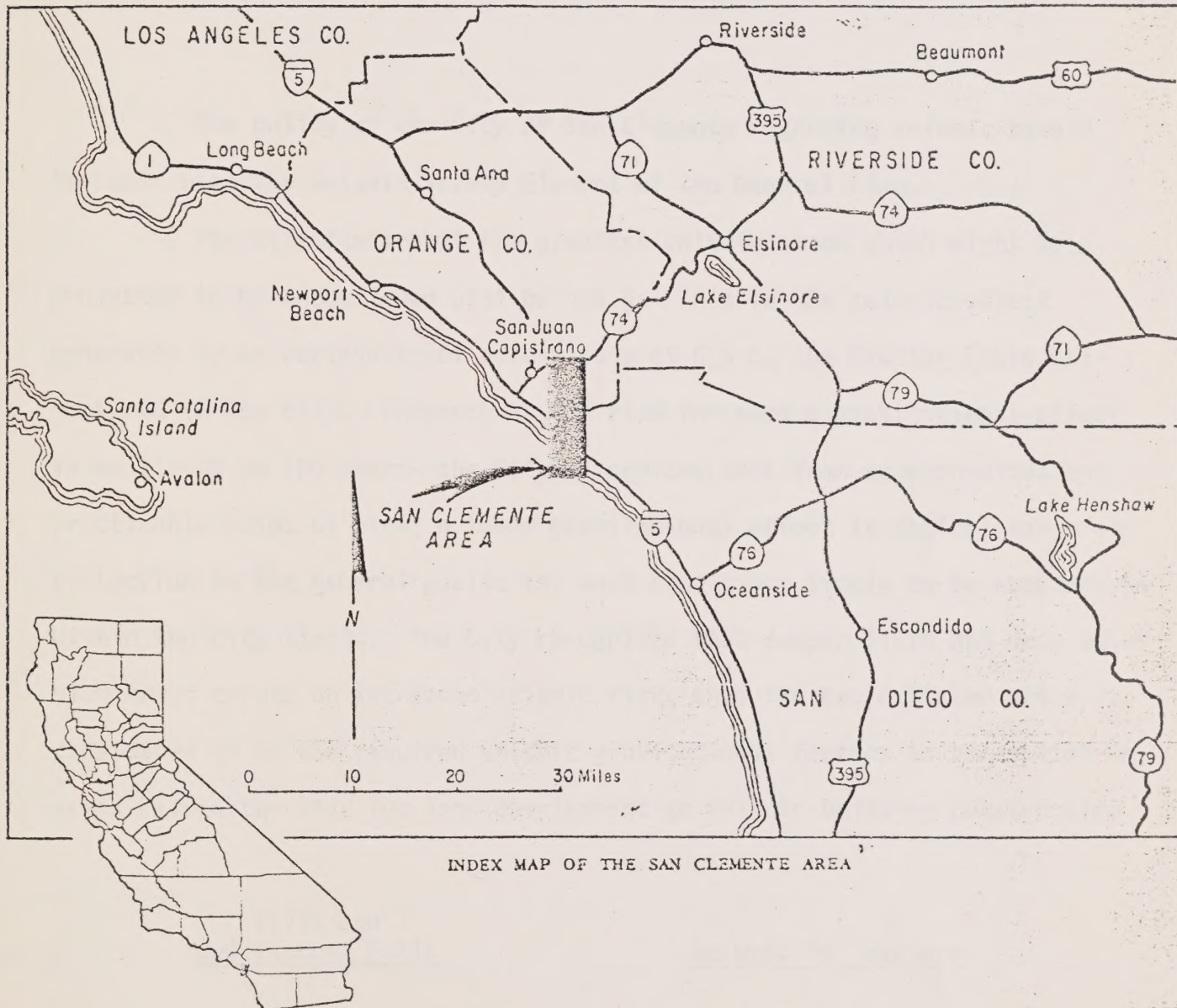








# SEISMIC SAFETY ELEMENT



City of San Clemente  
California





## CITY OF SAN CLEMENTE

### POLICY REGARDING THE SEISMIC SAFETY ELEMENT

The policy of the City of San Clemente regarding seismic hazard is based upon the Seismic Safety Element of the General Plan.

The City finds that the greatest seismic shock which might be projected to be encountered will be .35 g. This is the seismic effect generated by an earthquake of a magnitude of 6.5 on the Richter Scale epicentered in the city. Inasmuch as the risk for such a gravitational effect is small--4% in 100 years--the City recognizes that from an economical and practicable point of view, a lower gravitational effect is logical for ample protection to the general public for most conditions likely to be encountered within the city limits. The City recognizes that deeper fills and deep alluvium areas create an increased seismic risk; thus the table listed below is considered to be the required seismic gravitational factors to be applied to areas within the City for land development as well as building construction.

| <u>Fills and</u><br><u>Building on Fills</u> | <u>Seismic "g" Factors</u> |
|----------------------------------------------|----------------------------|
| 0' - 29'                                     | .25 g (to 1st bench)       |
| 30' - 59'                                    | .27 g (1st bench & up)     |
| 60' - 89'                                    | .30 g (2nd bench & up)     |
| 90' - up                                     | .35 g (3rd bench & up)     |



The City of San Clemente has existing departments which are capable of handling emergency situations. These various departments have trained personnel to handle water, sewage, electrical, street maintenance, traffic, building inspection, police, fire, communication, engineering and administration. Emergency functions will be coordinated from the Civic Center through use of standby emergency generators and communications, and/or through field units equipped with two-way radios. The City has arrangements through mutual aid with surrounding communities and the County to provide, or be provided with, fire, police, communications, power, life-guard and back-up equipment for these functions.

The City has an 87 KVA diesel generator trailer-mounted for rapid transport to any disaster area to provide power for pumps for domestic water supply, sewerage pump stations, or any combination where temporary power lines can be placed into use to serve the public need.

The Police, Fire and Public Works Department units are radio equipped, and personnel assigned to these departments are capable of immediate surveillance of any disaster area. The Police, Fire and Lifeguard Departments have trained personnel to provide first aid and participate in search and rescue efforts. Two hospitals are within 10 minutes of San Clemente, and the City has a hospital within its city limits which is scheduled to open in the fall of 1972.

The City will maintain an information center properly manned to provide fast and efficient data to inquiring parties regarding their various individual needs during seismic emergencies.

The City will conduct, as deemed necessary, surveys of existing structures to ascertain their ability to withstand seismic shock. Buildings found to be lacking in structural integrity will be posted by the Building

Department under appropriate chapters of the Uniform Building Code. The owners of such buildings will be notified to provide shear panels or other methods sufficient to bring the building up to present seismic standards of the City.

All future development within the City will be required to meet the gravitational factor adopted by this policy and in compliance with the adopted Seismic Safety Element. Seismic gravitational factors as herein presented will be applied to fills, alluvial fills and buildings.

Procedures utilized in developing this Seismic Safety Element consisted of preparing a map of larger faults within the city and logging known landslide areas. Maps, documents, research data, etc., utilized are documented in the Seismic Safety Element. A map of existing faults within a 130 mile radius of San Clemente was prepared and a distance chart made up of these faults. From the fault and distance data, the estimated gravitational effect on San Clemente was calculated using the Housner gravitational vs. distance chart. Data thus collected was assimilated and has been used to formulate the gravitational factor chart appearing herein.

The City of San Clemente recognizes the benefit of having a Seismic Safety Element and its projected effect upon land as well as building construction. It is the policy of the City not to restrict land development or building construction, but to ascertain that such development is structurally stable and will meet the seismic standards herein set forth.





## SEISMIC SAFETY ELEMENT

of the

### GENERAL PLAN OF THE CITY OF SAN CLEMENTE, CALIFORNIA

In compliance with Section 65302 of the Government Code, the following Seismic Safety Element is hereby compiled as a part of the General Plan of the City of San Clemente.

#### Geography

San Clemente is situated along the Pacific Ocean, southerly of Los Angeles roughly 60 miles, and northerly of San Diego roughly 60 miles. The approximate latitude is 33° 30' North and approximate longitude is 117° 35' West. In general, the City lies within Township 8 South, Range 7 West, and Township 9 South, Range 7 West, San Bernardino Meridian and San Bernardino Base Line.

#### Geology

The land mass adjacent to the Pacific Ocean and southerly of the freeway is composed primarily of non-marine terraces lying on sea cliffs roughly 100 feet high. These cliffs are composed of the Capistrano formation, upper Miocene to Pleistocene, from Plaza a la Playa northwesterly, and the San Mateo formation, Pleistocene, southeasterly of Plaza a la Playa. Locally, marine terraces are noted throughout the area. The area lying easterly and northerly of the freeway is composed of the Capistrano formation in the coastal hills and blending into the Monterey formation lying westerly of the Christianitos Fault. The San Mateo formation appears



southeasterly of Los Bautismos Canyon and easterly of the Municipal Golf Course.

The Capistrano formation and Monterey formation are primarily mudstone and siltstone deposits and are susceptible to slides primarily brought on by water and/or erosion such as ground water wetting of adverse bedding and/or joint systems, intermittent stream undercutting of the toe of hill-sides, and/or other adverse conditions which tend to modify the normal balance of the moisture content and physical stability of the formations.

The San Mateo formation is composed of poorly bedded, coarse arcose sandstone made up of angular feldspar, quartz, and biotite fragments, pebble and cobble partings of quartz, quartzite and other fragments from the San Onofre breccia. The formation has demonstrated itself to be stable and durable, in general resisting erosion and slides even though it is poorly cemented and relatively unconsolidated.

### Faults

Several faults are noted throughout the City as indicated on the attached Map #1. Most of these are relatively short in length and have an easterly-westerly trend. The most pronounced fault noted in the general area is the Christianitos Fault whose trend is northwesterly and has been mapped from the San Diego County line to the vicinity of Borrego Canyon easterly of the U.S.M.C. El Toro Air Base. Several smaller faults parallel the Christianitos Fault roughly 1 to 1-1/2 miles westerly of the Christianitos Fault. These are rather short in length traversing the area between Segunda Deshecha Canyon to San Juan Creek.

### Joints

The Capistrano and Monterey formations are made up of rather poorly bedded mudstones, thus making bedding difficult to interpret in some instances.



However, the formations are abundant with strong joint systems in general normal to the beds. Joints in the Capistrano formation may be filled or partially filled with selenite (gypsum) crystals. Jointing abets erosion along the sea cliffs, especially where ground and surface waters migrate down joints, and where wetting and drying cycles take place.

### Seismic Hazards

Southern California is dominated by major lateral-slip faults. These faults have been considered active for 100 million years. The region is dominated by the San Andreas-San Jacinto Fault system, with other smaller northwest trending faults having a right lateral sense of displacement (looking across the fault, the opposite side appears to have moved to the right). In general the major northwest trending faults show evidence of relatively recent surface faulting.

The coastal ranges are dominated by right lateral northwest trending faults. The Christianitos Fault and the two shorter faults trending northwesterly appear to fit this category. Other faults in the San Clemente vicinity are east-west trending faults and are relatively short in length. The east-west faults are less capable of producing severe earthquakes and subsequent surface fracturing.

The Garlock Fault situated slightly beyond a 100 mile radius of San Clemente is the only left lateral fault outside of the Transverse Ranges.

Surface faulting in general will not occur from earthquakes of a magnitude of 6 or less on the Richter scale; however, this is a rule of thumb and does not guarantee that some surface fracturing of a minor nature may not appear. In general, smaller earthquakes are not associated with mapped surface faults.

The largest earthquake to be expected per year is estimated to have a magnitude of 6.2. The largest in a 100 year period will have an estimated



magnitude of 8.2 on the Richter Scale. The average time interval expected between earthquakes of a magnitude of 8 is twenty-five years, as indicated by the Santa Barbara Channel quake (1812), Fort Tejon earthquake (1857), Owens Valley earthquake (1872), Northern Baja California (1892), San Francisco earthquake (1906), Kern County earthquake (1952) (7.7), and Anchorage, Alaska (1964). From the above estimate it can be considered that any structure in Southern California will be subject to an earthquake of a magnitude of 8 during its lifetime.

Aftershocks of a magnitude of one less than the original earthquake can be expected following the original shock for a period of several days thereafter.

To aid in understanding the various recognized methods of qualifying earthquakes, it is well to remember that "magnitude" expresses the amount of energy released by an earthquake as determined by measuring the amplitudes produced on standardized recording instruments. The Richter Scale, devised by Dr. Charles Richter, uses a logarithmic scale whereby each whole number represents a quantity 10 times greater than the preceding number. This, however, when converted to equivalent energy, means that each magnitude on the Richter Scale is approximately 31.5 times greater than the energy represented by the preceding magnitude.\*

"Intensity" is an indication of an earthquake's apparent severity at a specified location and is related to gravitational effect or force. Gravitational effect represents the percent of gravitational force exerted; e.g., a gravitational effect of .25 g (or 25%) would be a force exerted on an object or structure equal to 25% of its weight.

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\* "Earthquakes", Ambassador College Press, Pasadena, California



The Modified Mercalli Intensity Scale generally used in the United States grades observed effects into twelve classes ranging from I, felt only under extremely favorable circumstances, to XII, damage total. The scale listed below helps, when compared to gravitational force, to realize what is meant by the various terminology utilized in earthquakes; i.e., an earthquake can have only one magnitude but can be of several intensities dependent on distance from the epicenter and/or type of terrain. The intensity can be estimated and compared to gravitational effect:

| <u>Modified Mercalli Intensity Scale</u> |                                                                                                              | <u>Estimated<br/>Gravitational Effect</u> |
|------------------------------------------|--------------------------------------------------------------------------------------------------------------|-------------------------------------------|
| I                                        | Not felt by people except under favorable circumstances. May cause dizziness and nausea.                     | .05 g                                     |
| II                                       | Felt indoors especially on upper floors and by sensitive and nervous persons.                                | ↑<br>↓                                    |
| III                                      | Felt indoors by people as rapid vibration, not recognized as earthquake at first.                            |                                           |
| IV                                       | Felt indoors by many, awakens a few, causes objects to fall.                                                 |                                           |
| V                                        | All feel it indoors, awakens most.                                                                           | ↑<br>↓                                    |
| VI                                       | Felt by all indoors and outdoors, awakens all, frightens some.                                               |                                           |
| VII                                      | Frightens all, general alarm, everyone runs outdoors, difficult to stand, bells ring.                        |                                           |
| VIII                                     | General fright and alarm approaches panic.                                                                   | .30 g                                     |
| IX                                       | Panic is general, ground cracks, damage to masonry, buildings collapse.                                      | ↑<br>↓                                    |
| X                                        | Panic general, cracks to several inches wide in ground, land sliding, destroys brick and masonry structures. | .60 g                                     |
| XI                                       | Panic is general, severe damage to wood frame structures, bridges wrecked, bends rails, cuts pipes.          | ↑<br>↓                                    |
| XII                                      | Total damage to most construction.                                                                           | 1. g                                      |



Listed below is the probability according to "Housner"\* of an earthquake occurring having a gravitational effect as indicated:

|       |   |                              |
|-------|---|------------------------------|
| .35 g | - | 4% probability in 100 years  |
| .25 g | - | 22% probability in 100 years |
| .15 g | - | 64% probability in 100 years |
| .05 g | - | 95% probability in 100 years |

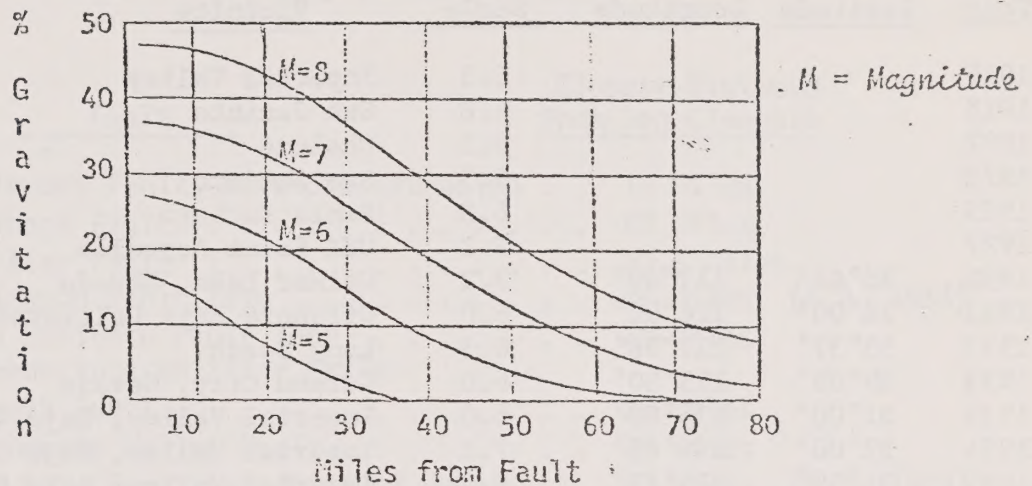
In association with the above probability table, it is well to realize that the distance from an earthquake is a factor in expected gravitational acceleration. Further, the knowledge of what is meant by "epicenter" is also vital to understanding the possible gravitational effects. An epicenter is the position on the earth's surface directly above (vertically) the focus of the earthquake on the fault plane. In short, this states that the depth along the dip of the fault where the earthquake has its focal point may be several miles from the actual surface fracture indicating the fault.

Further recognizing that the length of a fault provides an estimate of its capability of generating sufficient magnitude to produce surface fracturing, together with the period of shock waves which cause structural damage, these ranging from .1 to 3 seconds of time, it is possible to estimate which faults might cause damage and the gravitational potential of such damage to a structure.

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\* Housner, Geo. W.  
Los Angeles Section ASCE  
"Engineering Geology in Southern California", Page 28,  
Special Publication 1966, Association of Engineering Geologists

Shown below is a graph of gravitational percent versus distance from a fault:



Maximum Gravitational Acceleration vs. Distance \*

\* Housner, Geo. W., 1965  
 Third World Conference on Earthquake Engineering  
 "Engineering Geology in Southern California",  
 Special Publication, October 1966, Association  
 of Engineering Geologists

Sixty-five percent of the shocks in Southern California of magnitude of 6 or greater on the Richter scale have been associated with the San Andreas and/or San Jacinto fault system. This is to be expected, as the longer faults are associated with more movement of larger magnitude.

Using the criteria developed above and noting the attached map indicating the location of faults within a 100 mile radius of San Clemente, it is possible to predict potential gravitational acceleration and percentile of occurrence. With this information the minimum design factor can be depicted for use in construction.



Listed for use with the above are earthquake epicenters and their magnitude on the Richter scale. Not all of these are within the 100 mile radius of San Clemente, but are noted to serve as an indicator of location and occurrence.

| <u>Year</u> | <u>North<br/>Latitude</u> | <u>West<br/>Longitude</u> | <u>Magnitude<br/>Richter<br/>Scale</u> | <u>Vicinity</u>                | <u>Time</u> | <u>Date</u> |
|-------------|---------------------------|---------------------------|----------------------------------------|--------------------------------|-------------|-------------|
| 1915        |                           |                           | 6.3                                    | Imperial Valley                |             |             |
| 1918        |                           |                           | 6.8                                    | San Jacinto                    |             |             |
| 1922        |                           |                           | 6.5                                    | Chaloma                        |             |             |
| 1923        |                           |                           | 6.3                                    | San Jacinto                    |             |             |
| 1925        |                           |                           | 6.3                                    | Santa Barbara                  |             |             |
| 1927        |                           |                           | 7.3                                    | Off Point Arguello             |             |             |
| 1932        | 38°44'                    | 117°49'                   | 7.2                                    | Walker Lake, Nevada            | 6:10 AM     | Dec.21      |
| 1933        | 28°00'                    | 126°00'                   | 6.0                                    | Offshore Baja California       | 9:13 PM     | Jan. 4      |
| 1933        | 33°37'                    | 117°58'                   | 6.3                                    | Long Beach                     | 1:54 AM     | Mar.11      |
| 1933        | 39°05'                    | 119°20'                   | 6.0                                    | Carson City, Nevada            | 8:45 PM     | Jun.25      |
| 1934        | 31°00'                    | 115°00'                   | 6.0                                    | Imperial Valley, Baja Cal.     | 1:52 PM     | Dec.30      |
| 1934        | 32°00'                    | 114°45'                   | 7.1                                    | Imperial Valley, Baja Cal.     | 6:45 PM     | Dec.31      |
| 1935        | 31°59'                    | 115°12'                   | 6.0                                    | Imperial Valley, Baja Cal.     | 1:45 AM     | Feb.24      |
| 1937        | 33°28'                    | 116°35'                   | 6.0                                    | Borrego                        | 4:49 PM     | Mar.25      |
| 1940        | 32°44'                    | 115°27'                   | 6.5                                    | Imperial Valley                | 4:36 AM     | May 19      |
| 1940        | 31°40'                    | 115°05'                   | 6.0                                    | Baja California                | 10:16 PM    | Dec. 7      |
| 1941        | 31°00'                    | 114°00'                   | 6.0                                    | Mexico                         | 5:08 PM     | Apr. 9      |
| 1941        | 34°20'                    | 119°35'                   | 6.0                                    | Santa Barbara                  | 7:50 AM     | July 1      |
| 1941        | 37°34'                    | 118°44'                   | 6.0                                    | Owens Valley                   | 4:43 PM     | Sep.14      |
| 1942        | 32°58'                    | 116°00'                   | 6.5                                    | Salton Sea                     | 4:22 PM     | Oct.21      |
| 1946        | 35°44'                    | 118°03'                   | 6.3                                    | Inyokern                       | 1:49 PM     | Mar.15      |
| 1947        | 34°59'                    | 116°33'                   | 6.2                                    | Manix                          | 3:58 PM     | Apr.10      |
| 1948        | 33°56'                    | 116°23'                   | 6.5                                    | Desert Hot Springs             | 11:43 PM    | Dec. 4      |
| 1952        | 35°00'                    | 119°01'                   | 7.7                                    | Arvin-Tehachapi                | 11:52 AM    | Jul.21      |
| 1952        | 35°00'                    | 119°00'                   | 6.4                                    | Arvin-Tehachapi<br>after shock | 12:05 PM    | Jul.21      |
| 1952        | 35°22'                    | 118°35'                   | 6.1                                    | Arvin-Tehachapi<br>after shock | 12:38 AM    | Jul.23      |
| 1952        | 35°23'                    | 118°51'                   | 6.1                                    | Arvin-Tehachapi<br>after shock | 7:03 AM     | Jul.29      |
| 1954        | 33°17'                    | 116°11'                   | 6.2                                    | Borrego                        | 9:54 AM     | Mar.19      |
| 1954        | 31°30'                    | 116°00'                   | 6.0                                    | Baja California                | 9:44 AM     | Oct.24      |
| 1954        | 31°30'                    | 116°00'                   | 6.3                                    | Baja California                | 12:26 PM    | Nov.12      |
| 1956        | 31°45'                    | 115°55'                   | 6.8                                    | Baja California                | 2:32 PM     | Feb. 9      |
| 1956        | 31°45'                    | 115°55'                   | 6.1                                    | Baja California                | 3:24 PM     | Feb. 9      |
| 1956        | 31°30'                    | 115°30'                   | 6.3                                    | Baja California                | 4:33 PM     | Feb.14      |
| 1956        | 31°30'                    | 115°30'                   | 6.4                                    | Baja California                | 1:20 AM     | Feb.15      |
| 1966        | 31°48'                    | 114°30'                   | 6.3                                    | Baja California                | 5:36 PM     | Aug. 7      |
| 1968        | 33°12'                    | 116°07'                   | 6.5                                    | Borrego                        | 2:28 AM     | Apr. 9      |
| 1971        | 34°25'                    | 118°24'                   | 6.6                                    | Olive View (San Fernando)      | 6:01 AM     | Feb. 9      |
| 1971        | 34°25'                    | 118°24'                   | 6.4                                    | Olive View after shock         | 2:00 PM     | Feb. 9      |
| 1966        | Surface fractures         |                           | 3.6                                    | Imperial Valley                |             |             |

\* From catalog of earthquakes, California Institute of Technology, Seismological Laboratory, Pasadena, California, and its auxiliary stations.



Basing estimated seismic hazards on information indicated above and in particular to the graph of expected gravitational percentage versus distance from faults, listed and shown on the attached Map #2 are selected major faults within a 100 mile radius of the City of San Clemente.

| <u>Fault</u>                                | <u>Closest Distance<br/>from San Clemente</u> |
|---------------------------------------------|-----------------------------------------------|
| 1. Inglewood Fault, offshore extension . .  | 10 Miles                                      |
| 2. Elsinore Fault . . . . .                 | 22 Miles                                      |
| 3. Whittier Fault . . . . .                 | 23.5 Miles                                    |
| 4. Inglewood Fault Zone . . . . .           | 24 Miles (6.3 1933)                           |
| 5. Agua Caliente Fault Zone . . . . .       | 28 Miles                                      |
| Feeds into Whittier Fault                   |                                               |
| 6. Norwalk Fault . . . . .                  | 28 Miles                                      |
| 7. Earthquake Valley Fault . . . . .        | 36 Miles                                      |
| 8. Casa Loma Fault, vicinity of Hemet . .   | 43 Miles (6.3 1923)                           |
|                                             | (6.8 1918)                                    |
| 9. San Jacinto Fault Zone . . . . .         | 46 Miles (6.2 1954)                           |
| 10. Banning Fault, vicinity Loma Linda . .  | 48 Miles                                      |
| 11. Sierra Madre Fault Zone . . . . .       | 51 Miles                                      |
| 12. San Gabriel Fault Zone . . . . .        | 56 Miles                                      |
| 13. San Andreas Fault, vicinity Yucaipa . . | 56 Miles                                      |
| 14. Santa Ana Fault, vicinity Crestline . . | 56 Miles                                      |
| 15. Mill Creek Fault - Mission Creek . . .  | 59 Miles                                      |
| Fault, vicinity Yucaipa                     |                                               |
| 16. San Clemente Island Fault . . . . .     | 60 Miles                                      |
| 17. Pinto Mountain Fault, vicinity . . . .  | 64 Miles                                      |
| Morongo Valley                              |                                               |
| 18. Malibu Coast Fault, vicinity UCLA . . . | 68 Miles                                      |
| 19. Santa Susanna Fault . . . . .           | 72 Miles                                      |
| 20. Dillon Fault, vicinity NE of . . . . .  | 76 Miles (6.5 1948)                           |
| Desert Hot Springs                          |                                               |
| 21. Helendale Fault, vicinity 6 mi. so. . . | 76 Miles                                      |
| of Big Bear City                            |                                               |
| 22. Clearwater Fault . . . . .              | 83 Miles                                      |
| 23. San Cayetano Thrust . . . . .           | 96 Miles                                      |
| 24. Gypsum Fault, vicinity Fish Creek Mt. . | 100 Miles (6.5 1942)                          |
| 25. Imperial Fault . . . . .                | 130 Miles (6.3 1940 7.1)                      |

Recent information gathered as a result of the Olive View Fault earthquake of 9 February 1971 has confirmed suspected and known knowledge of earthquakes, such as deep soft soils causing amplification of shock waves so



that they are 5 to 6 times more severe than shallow soft soils. Fills in the vicinity of the earthquake experienced a settling and consolidation. Evidence indicates that surrounding faults; i.e., the Lopez Fault, Buck Canyon Fault, DeMille Fault and San Gabriel Fault, which lie several miles from the Olive View Fault, experienced no activity. The Olive View Fault also brought forth that faults, although not considered as major, can provide the criteria for earthquake. This last statement merely states that there are exceptions to the expected pattern; i.e., that major earthquakes are usually associated with major fault systems.

#### SUMMARY

With reference to the map showing the location of major faults, as well as the list of major faults within 100+ mile radius, and using the percentage gravitational versus distance chart, the probability of damage from a "once during lifetime of building" earthquake (8 magnitude) would have an effect of .25 g (25 percent) gravitational lateral thrust on buildings in San Clemente. This estimate is based upon movement in the nearest major fault; i.e., San Jacinto Fault Zone 46 miles from San Clemente at its closest point.

Looking at faults of a lesser size than the San Jacinto or San Andreas, and assuming a magnitude of 6.5 as a logical possibility (reference the list of faults and magnitudes listed above), the Elsinore Fault at 22 miles distance from San Clemente could be expected to produce a gravitational lateral thrust of .2 g. The Whittier and Inglewood faults would have approximately the same percentage lateral thrust, .2 g.

Using the tables and assumptions as desired, it is relatively easy to predict expectations from any of the mapped faults for any estimated magnitude. The purpose, however, of the Seismic Safety report is to attempt to point out probable hazard as well as provide information for predictions of damage. Thus from a practicable standpoint, it would appear that:



- (1) Major shocks of 8-plus magnitude will be associated with the San Andreas or San Jacinto Fault system, with a projected .25 percent gravitational effect on San Clemente.
- (2) Lesser shocks recorded in the range of 6 - 6.5 magnitude would have an expected percentage of .2 gravitational effect on San Clemente.
- (3) The probability of a .35 gravitational thrust is, according to Housner, a 4% possibility in 100 years. Should this occur, it would be expected that the epicenter would be in San Clemente and the most probable fault would be the Christianitos Fault which passes through the easterly edge of San Clemente. Since this fault is smaller, but comparable in trend to the Inglewood Fault, Whittier Fault and other right lateral trend faults whose history indicates a magnitude of 6.5, the expected gravitational thrust within San Clemente would be in the range of .35 as indicated by Housner's table of probability as well as the distance vs. gravitational thrust table. Structures in the immediate vicinity of the Olive View Fault are estimated to have received a .5 g lateral thrust and .25 g vertical thrust. Recognizing that structures in this area were on alluvial material of depths up to 100 feet, which material amplifies the shock wave, this same criteria could not be used logically in San Clemente, but is worthy of consideration as large recontouring has been accomplished and may be considered in the future.
- (4) Summarizing the first three predicted gravitational lateral thrusts from the various faults probable to reflect movement caused by an earthquake, it can be estimated that a lateral thrust of .25 g would be the most logical to estimate San Clemente might experience unless the epicenter was in San Clemente. Should the epicenter be in San



Clemente, the expected lateral thrust would be .35 g and a maximum of .5 g in extremely deep fill areas. Since the Christianitos Fault has no history of movement (unless it was involved in the earthquake reported by the Gaspar de Portola party along the Santa Ana River in 1769, or the 1812 earthquake which damaged the Mission at San Juan Capistrano), a major movement along this fault would be unlikely, and if one did occur, it is logical to expect that it would epicenter about its midpoint, in the vicinity of Mission Viejo. Should this occur, the distance vs. gravitational chart would place the lateral thrust in San Clemente at .25 g. Thus from the above it would appear that San Clemente could expect a lateral thrust of .25 g as the expected shock thrust from earthquakes excepting one epicentering in San Clemente, which probability is 4% in 100 years with a .35 g effect.

## TSUNAMI

A Tsunami is a wave in an ocean or sea caused by a seismic shock.

A sudden blow or displacement of a container holding water causes a displacement of the liquid to either vacate to a new volume or fill a newly formed volume, or causes shock waves. The sudden rearrangement causes the water and/or shock waves to flow either away from or toward the displaced area. In either case, a lower level along the edges is noted, or a higher level is noted. The shock waves created by seismic shock and/or displacement travel at an extremely rapid rate of speed in deep water, i.e., 600 miles per hour plus, and may have an unnoticeable wave as noted from a ship. However, upon reaching the shallower ocean floor, the lower regions of the wave are slowed due to friction with the bottom as well as the rising bottom. The result is that water piles up as the upper water passes the lower areas, and is forced upward as the volume of water increases and the area it occupies decreases. The Tsunami, or tidal wave, is the result.



The closest large faults to San Clemente seaward are the extension of the Inglewood Fault, which lies approximately 10 miles offshore, and San Clemente Fault which lies easterly of San Clemente Island and approximately 60 miles southwesterly of the city of San Clemente. A movement along either the Inglewood Fault or the San Clemente Fault could generate a Tsunami. The magnitude of an earthquake along these faults would control the displacement, which in turn would reflect the size of tidal wave. Tidal waves have been recorded to depths of 100 feet as noted by the April 1, 1946 earthquake in the northern slope of the Aleutian Trench, which generated such a wave. This same wave hit the Hawaiian Islands some 5 hours later with waves reaching 55 feet high. The depth of water appears to control the magnitude of the Tsunami.

Should a Tsunami be generated from an earthquake offshore from San Clemente, the warning time would be very minimal. However, most severe Tsunamis have been born in unpopulated areas, thus usually giving some warning time to populated areas.

A seismic sea wave warning system was put into operation in 1948 at U.S. Coast & Geodetic Survey's magnetic and seismological observatory in Honolulu. This system is tied to numerous stations located throughout the world. Thus disturbances on the ocean floor or nearby are noted and should Tsunami waves be suspected, their arrival at distant points can be determined as to time of expected arrival. Unfortunately no prediction as to depth of the tidal wave is made by use of instruments. This data, however, is reported by radio as visual data is given.

In San Clemente the sea cliffs, at roughly 100 feet high, protect the majority of the coastline and population. Those areas below the sea cliffs would be subject to Tsunami waves. The seismic sea wave warning system would alert city officials of pending possible damaging waves so as to alert the population in lower areas to vacate these areas. Under present conditions



and knowledge of detecting Tsunami waves, it is considered that San Clemente is duly advised of pending danger from this source of earthquake damage.

#### SEICHES

The City of San Clemente does not at this time have any lakes which might experience wave action brought on by an earthquake. The City does, however, have plans for a regional park which will have within its boundaries a 43 acre foot lake. The area surrounding the lake will not be subject to construction for habitation. In view of the above, Seiches are not a factor for concern in San Clemente.

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NOISE ELEMENT  
OF THE  
GENERAL PLAN  
CITY OF SAN CLEMENTE

JULY 1975

Prepared by  
Planning Department  
City of San Clemente





## I. INTRODUCTION

Pollution, the unwanted by-product of the industrial age, has a significant effect upon everyone. The effect of pollutants on man has become an increasingly important concern to all within the past fifteen years. First air, then water, and now sound has become a third major area of pollution.

Consciously or otherwise, sound constantly bombards us 24 hours a day. That sound which is unwanted or unpleasant to the ear is noise. With the human body having no built-in mechanism for shielding of sounds, little can be done to shut out such unwanted stimuli. As a result, we may suffer inconvenience, annoyance, or, more seriously, temporary or permanent hearing losses.

It is the intention of the noise element to provide and suggest methods by which noise pollution can be softened, abated, or removed. With the proper application of currently and readily available information, the effects of noise pollution on San Clemente can be significantly reduced.

Conditions as they presently exist and are expected to become, make it necessary for noise abatement considerations to be included within the planning process. Building in controls will dampen the harsh effects of noise in the future.

### A. LEGISLATIVE REQUIREMENTS

Section 65302 (g) of the California Government Code requires each City and county to adopt a Noise Element as part of its General Plan. This sections states:

"...A noise element in quantitative, numerical terms showing contours of present and projected levels associated with all existing and proposed major transportation elements."

In addition, noise level contours must also be expressed in some qualitative form. For purposes of this report the California Council of Intergovernmental Relations (CIR) guidelines were used.

### B. PURPOSE

The purpose of this element is to present a policy statement and a decision framework to prevent the intrusion of excessive noise.

The Noise Element identifies the major noise emission centers, charts the extent of the noise intrusion, and gives a potential for impact on the City. By identifying these centers, it is then possible to define goals, policies and implementation strategies for the preservation and restoration of a quiet, as nearly noise free as possible, environment in San Clemente.



### C. GENERAL PLAN RELATIONSHIP

There is a direct relationship between all elements of the General Plan. The Noise Element is closely associated with the Land Use, Open Space, Circulation, and Housing Elements.

The relationship between the Noise and Land Use Elements can be seen with the identification of noise sensitive areas. These will be useful for the creation of compatibility guidelines for noise and land use, and influence location and intensity of future land uses. The Noise Element will also point out existing areas which may be severely impacted by noise.

The Noise and Open Space Elements share a reciprocal relationship. Excessive or unusual noise can detract from the enjoyment of open area. Conversely, open space, if properly situated, can act as a buffer to unwanted noise.

Housing is the most sensitive land use in San Clemente. Compatibility guidelines must be established for noise sensitive uses. Implementation of these guidelines will impose location and design considerations of housing, along with requiring the use of construction techniques to reduce interior noise levels. However, consideration must also be given to the possible impact on cost and supply of the housing stock if these measures are totally implemented.

A primary relationship exists between the Noise and Circulation Elements. Primary transportation routes generate the greatest percentage of annoying noise in San Clemente. For this reason the location, design, and capacity of future travel routes should be closely reviewed. All possible mitigating measures should be explored prior to final approval of these routes.

Once approved, the Noise Element will become an integral part of the General Plan. Its interrelationship with the other elements has been demonstrated here. It should be consulted and adhered to whenever the specific incident requires such action.

## II. NATURE OF NOISE

Sound is the resultant energy created from a vibrating object as it passes through a medium. The human ear receives the pressure waves (energy), amplifies or attenuates the signal and converts it to impulses for transmission to the brain for interpretation.

Terms such as high, low, noisy, quiet, loud and soft are all relative to each individual and, therefore, are not valuable in the measurement of noise. They do not reflect the magnitude as it is perceived by each individual.



#### A. SOUND CAN BE DESCRIBED IN TWO WAYS:

Amplitude: Measured in decibels (dB). Loudness of any sound is directly related to the pressure exerted by the waves. Also called loudness or power.

Frequency: Measured in Hertz (Hz). The more rapid the vibration, the higher the frequency.

The decibel is the standard unit of measure when speaking of sound. The scale of measurement is logarithmic rather than linear. Therefore, a sound that is 35 decibels is only one-tenth as powerful as a 45-decibel sound.

Zero on the decibel scale is equivalent to the faintest sound audible to the human ear. The normal range for everyday sounds is between 30 and 100 dB. The average conversational level is approximately 70 dB. Sounds beyond 125 dB may become physically painful.

Transmission of sounds involves three components. They are the source, path, and receiver. These components are not independent of one another, but rather a great deal of interaction is possible.

#### B. HUMAN RESPONSE TO NOISE

People can react to noise in various ways. This may be from annoyance and inconvenience to permanent hearing loss. Noise can also affect communication, sleep, and task performance.

Age groups are also affected differently by noise. We are well aware of this in San Clemente. Youths are able to tolerate sounds at a higher level and for a greater length of time as compared to the elderly. Young people may also experience difficulty in learning when classrooms are situated in areas where the ambient noise level is high. This is often the case when schools are situated near freeways or heavily traveled streets which offer no noise buffering.

### III. NOISE SOURCES

As a result of the location and land use pattern of San Clemente, it shares many of the same noise sources as larger more metropolitan cities. Each is significant in itself and accumulatively they present a broad range of problems.

#### A. AIRCRAFT NOISE

Aircraft is a major source of noise in San Clemente. Nearly all the offending craft is related to the military activities at nearby Camp Pendleton. There seems to be very little that the City can do to curtail such noise from this facility.



Nearby San Juan Airport does not contribute significantly to the noise problem in San Clemente. Approach and take-off paths do not cross over City boundaries.

Future expansion of either of the above mentioned facilities should be closely examined by San Clemente. It will be necessary to watch over any possible increase in air traffic which may bring about an increase in the resultant noise level.

#### B. RAILWAY LINES

The Atchison, Topeka, and Santa Fe Railroad operates an average of ten trains per day through San Clemente. Of this total six are passenger trains and four are freight. The passenger trains operate primarily in the daylight hours, the freight trains run in the evening and early morning. Noise generation by these trains does not affect a large area and is not of a significant nature to warrant the proposal of a strict abatement policy. An increase in the number of the trains traveling through San Clemente is not expected.

#### C. MOTOR VEHICLES

Noise generated by motor vehicles can be a nuisance in several ways. Improperly maintained vehicles, careless driving practices, or increased traffic can all help to increase the ambient noise level of any neighborhood. Duration of such noise is usually short and, therefore, tolerable. However, measures can be taken to reduce it further. Continued enforcement by local law enforcement agencies can reduce the amount of noise generated from motor vehicles.

#### D. RESIDENTIAL NOISE

Most complaints of noise come from and are generated in residential neighborhoods. Complaints as such are usually caused by barking dogs, large gatherings, or mischievous youths. None seem to be either serious or of a lengthy nature. The primary problem results when one neglects the rights of his neighbors and permits the noise to generate to such a degree as to be troublesome. Only when noises, such as those, are classified as obnoxious or a nuisance can effective enforcement begin.

#### E. COMMERCIAL NOISE

Commercial uses are in themselves not major sources of noise generation. However, because of the number of vehicles that use these facilities, it is possible to generate a great deal of noise from commercial areas.



#### F. INDUSTRIAL NOISE

The noise generated by industry is only of concern, with respect to this element, when it falls outside the industrial area. State Health Department regulations govern noise generated with individual industries.

This noise becomes an irritant when it travels beyond the industrial area into nearby adjacent residential or commercial zones. It may be possible to eliminate this noise if the depth of the residential/industrial interface is increased. In addition, buffers can be added to further reduce the noise travel.

#### G. CONSTRUCTION NOISE

San Clemente for the past several years has experienced a rate of growth that exceeds the State and National levels. Construction is a mixture of large scale developments and individual projects in previously developed neighborhoods.

The nuisance created by this noise is not a serious problem at present. By adopting specific working hours it could be abated further.

### IV. NOISE POLICIES

The adoption of the Noise Element will establish certain policies that, if enforced properly, will reduce the amount of noise generated within San Clemente.

#### A. POLICIES INCLUDE:

1. Minimizing the interfaces between residential and industrial land uses. Where this is not possible or practical, noise buffering measures should be taken.
2. Use noise impact as a criterion in decisions of the Planning Commission and City Council.
3. Where possible, designate special areas as quiet zones for protection of public health and welfare. The noise standards for these areas should be more critical.
4. Note the importance of building and design techniques in future site planning for noise reduction in the 65 CNEL land use area.
5. The City, through the Planning Commission and the Architectural Review Board, should encourage the attenuation of noise through the use of landscaping and embankments.



Enforcement or implementation of these policies will provide San Clemente residents with a much quieter atmosphere in which to work and relax. A reduction in the ambient noise level will insure a quieter living environment.

#### B. NOISE ABATEMENT

Several means are available in which to abate unwanted sounds. Noise can be reduced by altering either the source, the path or the receiver.

Source. The easiest way to eliminate or reduce noise is to alter the source of the noise. This, as previously noted, is not always possible and sometimes impractical to attempt. Any new potential source should be designed or constructed in such a way as to eliminate noise.

Transmission Path. Transmission controls prevent noise from traveling from the source to the receiver by employing some type of physical or spatial barrier. Landscaping, structures, walls, and distance can all act as buffering agents for noise transmission. They may serve a dual purpose in that, in some cases, these barriers may be aesthetically pleasing and hide from view the source of noise.

Receiver. Receiver protection techniques attempt to reduce the noise impact. Of the three methods of noise reduction, these may be the most costly as quite often it is done after the structure (i.e., home, office, shop) has been constructed. In some cases it is not even possible to add attenuating devices for protection purposes.

#### V. ENFORCEMENT

At present, noise violations in San Clemente are on a complaint basis only. The greatest percentage of these complaints come from residential areas.

#### VI. CONCLUSION

This Element, when adopted, will become an integral part of the General Plan. It will be closely aligned with the Elements of Land Use, Housing, and Circulation.

7-10-75

JR:h/s/k







SCENIC HIGHWAY ELEMENT  
OF THE  
GENERAL PLAN

CITY OF SAN CLEMENTE  
JULY 1975

Prepared by the  
Planning Department  
City of San Clemente





## SCENIC HIGHWAY ELEMENT

### I. INTRODUCTION AND AUTHORITY

No longer can man "force" highways on the landscape. This practice of the past has given way to the demands of environmentalists and others who seek highways that serve our transportation requirements and, at the same time, are aesthetically pleasing. The Scenic Highway Element will require a careful study and coordination of plans to insure that roadways and the natural environment become compatible with one another. In the case of existing roadways it will be necessary to adopt a new policy toward maintenance of these travel surfaces and rights-of-way.

Work toward a statewide system of Master Plan Scenic Highways began in 1963 when the State Scenic Highway Law was adopted by the California State Legislature. Under this law, local agencies were given the primary responsibility of planning and implementing the scenic highway program. Furthermore, the municipal agencies are responsible for land use planning within and adjacent to the scenic corridors.

In 1972, Section 65302 (h) of the California Government Code was amended to include the Scenic Highway Element as a mandatory element of all city and county general plans. It states, in part, that the element is established for "...the development, establishment, and protection of scenic highways." While this element is primarily concerned with scenic highways within the State Highway system, local jurisdictions were strongly encouraged to develop a series of local scenic highways.

### II. RELATIONSHIP TO OTHER ELEMENTS

The Scenic Highway Element shares a close relationship to the Circulation and Open Space Elements of the General Plan. Those highways proposed for designation as Scenic should be closely examined with respect to the major circulation routes specified within the Circulation Element. Where possible and practical, routes should be included as part of the San Clemente Scenic Highway System. The Open Space Element shares a direct relationship in that the scenic corridor can represent a substantial portion of the city's total amount of open space.

### III. FINDINGS

Present conditions in San Clemente do not permit development of a comprehensive city-wide scenic highway system. Part of the city policy regarding this road system is not to designate a strictly residential street as scenic and thus route traffic onto this type of street. Rather, a scenic street should be of a non-residential type, have limited access, and have a right-of-way of sufficient width.



There are at present no dedicated streets that the City wishes to create as scenic. It is the policy of this element to suggest future plan line streets, as found in the Circulation Element, as possible scenic routes.

#### 1. AVENIDA PICO

From El Camino Real to Avenida Presidio this route runs through the center of the industrial area and past San Clemente High School. While Pico is sufficiently elevated near El Camino Real to view the Pacific Ocean, it also looks down on the sewage treatment plant. For this reason, this portion of Pico is not being recommended.

Beyond Avenida Presidio, the view is primarily of the undeveloped hills. With future development Pico will become a primary travel surface to what is presently called the "back country" area. Maintaining this area in a rural atmosphere will give this route a pleasant view of inland San Clemente.

#### 2. CAMINO DE LOS MARES

As it presently extends to the Calle Nuevo intersection, Camino de los Mares offers no scenic views. However, once Los Mares is extended into undeveloped back country area, the views should be similar to those along Avenida Pico.

The present length of Los Mares, from Estrella to Nuevo, offers very little view. In addition, Los Mares was designed and constructed as a secondary highway and will not easily accept additional turnouts or scenic vistas.

#### 3. AVENIDA SAN PABLO

The present extension of San Pablo is not suited for a designation as a scenic highway. However, the extension, parallel to Avenida Salvador, will make an excellent ocean view scenic highway. Future planning should take this into consideration.

#### 4. INTERSTATE 5 (SAN DIEGO FREEWAY)

The San Diego Freeway, as it extends through the City limits of San Clemente, has been designated by the State of California as a State scenic highway. Despite the official designation, its appearance is not entirely similar to other scenic highways. Almost totally lacking in San Clemente is freeway landscaping. Only the southern portion of I-5 has any significant vegetation. This is due, in part, to the fact that CALTRANS has scheduled the widening from three to four lanes of the freeway for the 1976-77 budget year. After the widening takes place, the new landscaping will be installed to match or exceed that of the south City limits.







PUBLIC SAFETY ELEMENT  
OF THE  
GENERAL PLAN

CITY OF SAN CLEMENTE

SEPTEMBER 1975





At such time when further development of the back country takes place, all major roadways should be given consideration for designation as scenic highways. Special treatment should be given to these roads and rights-of-way to insure that a high visual appearance be maintained. Wherever possible, potential scenic highways should be non-residential in nature.

#### IV. GOALS AND POLICIES

The City should establish the following policies with the adoption of this element:

- : Establish a network of scenic highways throughout the City of San Clemente.
- : Where possible, create scenic highways or streets from existing, non-designated roadways.
- : Begin a policy of landscaping all highway medians and dividers.
- : Wherever feasible, provide for relatively uninterrupted movement along the scenic route by avoidance of cross streets and stop signs.
- : Coordinate the Scenic Highway Element with the City's General Plan: Open Space, Land Use, and Conservation Element.
- : Require architectural review of proposed development projects within the corridor to insure that they are compatible with existing urban and natural surroundings, and enhance the scenic character and quality of the scenic corridor.
- : Provide for strict control of all on- and off-site advertising signs.

The single goal of the Scenic Highway Element should be to identify, establish, preserve, and enhance a system of scenic highways within the City of San Clemente.

#### V. IMPLEMENTATION POLICY

As stated previously, the majority of all scenic highways will be products of future urban expansion. Acquisition of routes, rights-of-way, and associated recreational or scenic vista areas will be done through the standard subdivision procedure. Special attention should be given to those areas which may serve dual purposes - both scenic vistas and recreational sites.

Funding for scenic highways may come from several sources. For those streets which are designated as "official city scenic highways", the City of San Clemente would bear full or partial responsibility. Highways which qualified as "official federal, state, or county highways, would be eligible for funding from those agencies.



## VI. CONCLUSION

Presented within this element have been general policy statements and recommendations for the development and protection of a select system of City scenic highways. The approach to this element has been general in scope, nevertheless, it can be the basis for future specific actions.

It has also focused greater attention on the need for additional concern in the design and placement of future land uses and structures within the scenic corridor boundaries. This concern should also be extended to the design and alignment of new roads in the scenic highway system.

Using this element, with the policies it has set forth, as a general guideline each route will become the subject of a more detailed scenic corridor analysis. The benefits derived from this element directly affect the City and its residents.

JSR:ms

## I. INTRODUCTION

### A. AUTHORITY

The State of California has required all local jurisdictions to adopt and certify a Public Safety Element as part of the overall General Plan. Section 65302.1 of the Government Code states in part:

"...a safety element for the protection of the community from fires and geologic hazards, including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, zoning restrictions, and geologic hazard mapping in areas of known geologic hazards."

The Safety Element provides a framework that can be utilized to incorporate into the planning process considerations with regard to safety. The major areas of concern to San Clemente are protection from fire, flood, geologic hazards, traffic hazards, and crime prevention. Major geologic hazards were covered quite thoroughly in previously adopted Seismic Safety Element. The Public Safety and Seismic Safety Elements should be considered together within the planning process as they are quite closely related.

Of primary consideration in the Public Safety Element is the reduction in loss of life and property and injuries from the potential hazards which face San Clemente. Policies stated in this element reflect the levels of acceptable risks with respect to levels of cost and concern.

### B. DEFINITIONS

State guidelines set forth certain definitions as aids in the preparation of the Safety Element. The key to understanding the element is the concept of the term risk. The problem of risk is one of public policy and the appropriate allocation of public resources to mitigate hazards. How safe is safe enough? The responsibility of this element is to provide a framework in which community-wide response to the question is meaningful.

For the purpose of this element, the following definitions are proposed:



ACCEPTED RISK. The level of risk below which no specific action by local government is deemed to be necessary.

UNACCEPTABLE RISK. Level of risk above which action by the government is deemed necessary to protect life and property.

AVOIDABLE RISK. Risk not necessary to take because individual or public goal can be achieved at the same or less total "cost" by other means without taking risk.

Once a problem has been recognized, it must be characterized. It is important to know its likely severity, the frequency of hazardous events, and the characteristics of the area involved. After this has been determined, it is necessary to evaluate the risk. This process should consider what can be done to reduce the hazards and balance these possibilities against public costs and benefits. The factors of voluntary and involuntary exposure to risk must also be considered in reaching a decision. Those who make the decision must also agree on how much could be accomplished with the same "net cost" by expenditures for other purposes.

#### C. RELATIONSHIP TO GENERAL PLAN

The Safety Element will provide input to the revision of land use standards related to type and intensity of services and facilities to fight fire and mitigate other hazards. It will also provide some controlling standards and requirements for the Circulation Element of the General Plan. Both fire and geologic hazards have important implications for open space and conservation.

## II. POTENTIAL HAZARDS

San Clemente must concern itself with several potential community hazards. These include threats from fire, flood, traffic accidents, and geology. This chapter will use the following format to discuss these hazards: (1) background and potential hazard; (2) goals; (c) objectives; (4) policies.

### A. FIRE

#### 1. BACKGROUND AND POTENTIAL HAZARDS

The threat of fire to any community is always present. The environmental conditions and the attitudes of those living in communities in this country has lead to the development of a fire problem of some magnitude. Specifically in San Clemente, the primary fire problem is the residential occupancy. Statistically, the largest percentage of responses occur in residential structures. Industrial and commercial land uses are more limited, and do not generate as high a fire frequency because they are more closely monitored and inspected.



The number of multiple-occupancy residential structures, condominiums, and apartments has increased greatly in the past few years. Development and land costs have resulted in most builders attempting to build to maximum limits permitted by zoning ordinances.

While not as obvious, yet potentially more dangerous, the highly travelled San Diego freeway bisects the community. This highway is a major transit link between the metropolitan areas of Los Angeles and San Diego. This creates a hazard regarding vehicle fires, hazardous material incidents and a demand for emergency medical services. Another transit hazard is in the Santa Fe Railroad line, which parallels the City western boundary. This railroad transports flammable and hazardous material in large quantities. There are also numerous fly-overs by military aircraft. These mobile hazards require different types of knowledge and hardware in order to be properly handled.

The majority of the area within the corporate City limits is unimproved land. This generates a water-shed type of fire problem complicated by lack of access and water supply. The fire season from mid-summer to late November characterized by hot dry desert winds represents a potential for rapidly spreading "conflagration-type" brush and grass fires.

## 2. GOALS AND OBJECTIVES

To protect the general health, safety, and community welfare against fire and natural disaster.

To maintain an adequate fire suppression force which can respond rapidly and act effectively at all alarms. This will provide a fire safe community, an attractive commercial and industrial location, and qualify citizens for low fire insurance rates.

To realize a reduction in loss of life, injuries, and property damage. This can be accomplished through programs of fire prevention, inspection, and public education.

To operate and maintain the most up-to-date equipment possible and to employ the most recent techniques possible in the performance of emergency duties.

## 3. POLICIES

To insure fire emergency access to all future structures and to avoid those which would require exorbitant costs for fire protection measures.

To create and adopt a Fire Department Master Plan which would recognize certain fire and safety hazards, propose various mitigating measures, and establish certain departmental standards and policies.

To encourage the updating of the City water supply system for the purpose of providing adequate fire flow.



## B. FLOOD

### 1. BACKGROUND AND POTENTIAL HAZARD

The Engineering Department had a report prepared in 1964 which detailed the future requirements for storm drainage and flood control. A by-product of this report was the Storm Drain and Flood Control Element which was adopted by the Planning Commission on July 8, 1964. Since its adoption, San Clemente has experienced an approximate doubling of population and a significant increase in the total improved area. As a result, surface runoff has increased and the potential for damage due to flooding has risen.

There are two primary drainage channels and several other lesser channels which serve San Clemente. Prima Deshecha Canada and Segunda Deshecha Canada carry the greatest amount of surface runoff water. Both are channelized for only a small portion of their length and for the last portions of the course are piped and carried underground.

### 2. GOALS AND OBJECTIVES

To protect the citizens of San Clemente from loss of life or property due to flooding. To decrease the amount of surface runoff along City streets.

### 3. POLICIES

To continue the previously approved capital improvement programs which call for funds to be appropriated for storm drain improvements.

To update the present Master Plan Storm Drainage System throughout the City.

Prepare a map of all potential flood hazard areas so that citizens become aware of the risks.

Establish a framework for emergency operations during flood control conditions.

Create a program for street use in case it is necessary to use City streets as an evacuation route.

## C. TRAFFIC SAFETY

### 1. BACKGROUND

The street system that has evolved within the City is of two types:

(a) The circulation pattern created over forty-five years ago in the older section of the City is characterized by narrow winding streets giving a Spanish Village concept and creates a need for reduced speeds and numerous stop signs.

(b) The newer sections of the City have wider streets and a straighter circulation pattern with fewer number of cross-stops.

As development continues within the City, new cross-connect streets are emerging and traffic circulation is improving within the fringe areas of the older sections of the City as well as the recently developed areas.

### 2. GOAL AND OBJECTIVES

To protect the general health, welfare, and safety of San Clemente against traffic hazards.

To increase motoring and pedestrian safety by eliminating existing hazards and avoiding future risks.

### 3. POLICIES

#### a. Streets.

Provide easy vehicle access to all buildings for emergency purposes.

Avoid the use of dead-end alley ways.

Provide sufficient number of emergency access ways to residential developments. Each development should have at least two accesses.

Maintain standards for minimum road widths as set forth in the City Subdivision Ordinance.

Reexamine the traffic surveys for possible refinements in signal synchronization.

#### b. Parking

Increase the amount of off-street parking in the commercial areas.

Require adequate lighting in parking lots.



#### D. EVACUATION ROUTES

San Clemente is as susceptible to a major accident (earthquake, fire, tsunami) as any other coastal city in Southern California. In case of such a disaster, evacuation routes will have to be used if there is to be a mass movement of people or supplies. Studies will be made to select the most efficient routes (specifically, El Camino Real and Interstate 5) and methods for mass evacuation of the City.

### III. CONCLUSION

The Safety Element is an important part of the San Clemente General Plan. It makes reference to several areas of concern to all the residents of the City. This is especially true when considering the potential damage from flood or fire.

In these instances, where damage is possible, hazards were noted and possible mitigating measures were suggested. In some cases, these measures call for changes or adherence to the capital improvement program, changes in present policy, or additional personnel to be added.

Note should be made that the Seismic Safety Element, prepared by professional engineers from the Engineering Department, more than adequately discusses the geologic problems.







HOUSING ELEMENT

for

San Clemente, California

Prepared by:

URBAN FUTURES, INC.

2001 East Fourth Street #212  
Santa Ana, California

January 23, 1976





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## INTRODUCTION

### AUTHORITY

The California Government Code Section 65302(c) requires a housing element of all city and county general plans, as follows:

"A housing element, to be developed pursuant to regulations established under Section 37041 of the Health and Safety Code, consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the Plan shall make adequate provision for the housing needs of all economic segments of the community."

### SCOPE AND CONTENT OF THE ELEMENT

The Housing Element of the San Clemente General Plan is prepared in accordance with guidelines established by the State Council on Intergovernmental Relations (CIR). Housing Element guidelines were originally developed and adopted by the Commission of Housing and Community Development in 1971 and later edited for inclusion in the CIR Guidelines for the preparation of general plan elements.

These State guidelines have identified three broad goals of a housing element, as listed below. These may be expanded upon to include additional goals, supporting objectives, and policies that may be helpful to the City in implementing desirable housing plans or programs.

- A -- To promote and strive toward the provision of adequate housing for all persons, regardless of income, age, race, or ethnic background.
- B -- To promote and strive toward the provision of housing selection by location, type, price and tenure.
- C -- To promote and strive toward open and free choice of housing for all.



Additional goals, objectives, and policies pertaining more specifically to the current housing situation and the future desires and ambitions of the City are included in a later section of this element.

In addition to the three broad goals, the housing element guidelines also define five specific areas of concern and need in the community that should be covered in the element. These are:

- A -- Inventory of Existing Units
- B -- Inventory of Potential Units
- C -- Inventory of Existing Sites
- D -- Population Characteristics
- E -- Need (by type, size, location, price, etc.)

Much of this information has been recently documented in other housing-related reports, including the recent special census and the City's Housing Assistance Plan, which was prepared as a requirement of the City's Housing and Community Development Block Grant application. Therefore, while this Housing Element does provide an overall summary of the above five areas of concern, these other supplementary reports are also available, if needed, to provide a much more detailed evaluation of various housing and population characteristics in San Clemente. It should be clearly noted that, although these reports may be referenced or possibly utilized in relation to various future housing issues, they are in no way a part of this Housing Element and any information or conclusions contained in these reports should not alter in any manner the goals, policies, objectives, or general intent of this Housing Element of the General Plan.

#### RELATIONSHIP TO OTHER PLAN ELEMENTS

The Housing Element is only one part of the total General Plan of San Clemente. Therefore, it cannot advocate goals and plans that are not consistent with those of the other elements. In turn, since the term "housing" implies people, and people

require services, the other elements must also be in conformance with the Housing Element and with each other. Among the more important elements which need to be closely correlated with the Housing Element are Land Use, Circulation, Noise, Recreation, Social, Public Safety and Seismic Safety. With the exception of the Recreation and Social Elements, these are all mandatory elements for general plans and are already, or will eventually be, included in the San Clemente General Plan.

Due to the rapidly changing interests, physical characteristics and other factors affecting the City, the Housing Element must be flexible enough to adapt to the changes, meet future as well as present needs, and allow for new innovations in technology, construction techniques and materials, codes, and other unforeseen developments that may affect housing. Therefore, it is important to continually update the element as well as related housing information and demographic data so that this Element reflects, as accurately as possible, the true characteristics and needs of the Community at all times. This will aid in the implementation of not only the housing programs, but also the programs and plans associated with all elements of the General Plan. It will also ensure that the City is in a state of readiness to participate in State, federal or other housing programs that require a housing element as a prerequisite for participation. Such programs may also provide opportunities for financial or technical assistance in areas such as bicycle trails, parks, open space, beach access, or other areas that might be beneficial to the City and its residents.

#### INTERGOVERNMENTAL & INTERAGENCY COOPERATION

Cooperation between adjacent jurisdictions, between the City and the County, or between departments and agencies within the City itself, is often difficult to achieve but is vital to an ongoing housing program. Differences in governmental philosophy or practice should be ironed out as judiciously as possible and should not be allowed to deter efforts to coordinate plans, goals, and programs between local bodies or between the City and other County, regional, state, or federal agencies.

The County is actually the agency with the greatest potential for housing organization throughout the housing market area, which includes both communities and unincorporated areas. While other regional, state, and federal bodies provide housing assistance in other forms, it is the County that is the catalyst for the market area. The most meaningful way the City



can get involved and committed to improved housing is through action and the preparation of a meaningful Housing Element or other information that is helpful to the County in overall coordination throughout the market area. The City of San Clemente, through its involvement in the Housing and Community Development Block Grant Program, has shown its concern for improved housing. Now, through the Housing Element, the City is setting its goals and developing programs directed toward these goals.

#### SUMMARY OF MAJOR FINDINGS

Research and analysis of the City of San Clemente's housing, demographic, social, economic and other characteristics are brought together in this Element in summary form to provide an overview of the City's population and housing stock characteristics. The following pages present this Summary of Major Findings, in the following order:

- Growth Trends
- Population
- Employment
- Income
- Housing Stock
- Housing Costs
- Community/Housing Needs
- Target Areas for Housing Assistance

## GROWTH TRENDS

- Although Orange County has felt the impact of the recession during recent years, it is still one of the fastest growing areas in California.
- The long-range outlook is for continued urbanization with the southern portions of the County absorbing the major share of the population growth over the next twenty to thirty years.
- Increasing commercial and industrial development in central and southern portions of Orange County will further decrease its reliance on Los Angeles County for employment.
- Being within commuting distance of rapidly-growing major employment centers, San Clemente's residential desirability will be enhanced and residential development pressures will increase in the area.

## POPULATION

- In 1974, according to the City's Special Census, the population of San Clemente was 20,794. The median age of the residents was 33 years and 15.6 percent of the residents were 65 years old or older.
- Persons of Spanish language or surname make up about 6.6 percent of the City's population. This group is generally younger than the City total, with an average age of 24.4 years, and has a much smaller proportion of elderly residents than does the City as a whole.
- Four of every five residents have completed high school (two out of three for Spanish residents).

## EMPLOYMENT

- Orange County's growing employment base is composed largely of upper income "white collar" occupations. This has resulted in a larger proportion of upper income housing in Orange County communities and an imbalance of both housing and job opportunities for all economic segments of the population.
- About 59 percent of the City's employed workers are in "white collar" occupations. However, the situation is reversed for Spanish workers with about 37 percent in white collar jobs and 63 percent in blue collar jobs.



## INCOME

- The median income for families in San Clemente has shown a steady increase and, as of 1974, was \$12,013. However, this figure is approximately \$3,000 lower than the annual median income for the County, although the rates of increase are similar.
- In 1974 approximately 15 percent of San Clemente's residents were receiving social security income and an additional one percent were receiving other public assistance.
- A total of 450 families, 18 of which were Spanish, were found to have incomes below poverty level. Of all persons with incomes below poverty level, nearly 28 percent were elderly and 22 percent were receiving social security income. The elderly, often living on fixed incomes, were faced with many of the hardships found in other communities and their particular needs for housing assistance were evaluated carefully.
- Approximately eleven percent of all households in San Clemente have incomes below the poverty level. Of these, about 70 percent are renters. Also, many of these are military families, or military-related, residing in the community only temporarily while stationed nearby.

## HOUSING STOCK

- There are about 10,352 dwelling units in the City of San Clemente. Of these, 44.8 percent are single-family homes, 3.3 percent are mobile homes, and the remaining 51.9 percent are units in multiple-family structures of two or more units.
- Of the 334 mobile homes, 328 (98.2%) are located in census tract 421.01, north of the freeway and Pico Avenue. (See Housing Assistance Plan p. 26)
- The City's housing stock is generally modern and up-to-date with fewer than 4 percent of the units built prior to 1940.
- Northern portions of the City have shown greatest recent growth with 80 percent or more of the structures having been built since 1960. Older central portions of the City have experienced increases in multiple-unit construction and, subsequently, higher densities.

## HOUSING COSTS

- Housing prices in the San Clemente area, as well as throughout the County, have far out-distanced increases in family income, making new homes beyond the financial range of many families.
- Many factors are working together to cause home price increases, including construction delays, moratoria, environmental requirements, density restrictions, zoning and building codes, and other government restrictions or requirements placed on new developments.
- Based on the "2.5 times family income" rule of thumb, only about 20 percent of new detached single-family homes on the market would be within the qualification range of 50 percent of Orange County families.
- In San Clemente during the fourth quarter of 1974, there were no single-family "detached" homes (new) on the market that families with incomes of \$15,000 or less could qualify for. Families in this income range include about 63 percent of the City's residents. There were, however, new single-family "attached" homes, 32 percent of which were in the qualification possibilities of these residents.

## COMMUNITY/HOUSING NEEDS

- The Housing Assistance Plan showed that a total of 2,103 households were in need of housing assistance, primarily financial. Of these, 139 were Spanish households and 601 were elderly and handicapped households.
- The Housing Survey found 119 dwelling units to be physically substandard, for various reasons. Of these, 64 percent were renter-occupied.
- Assuming some overlap, 28 units lacked some or all plumbing, 49 units lacked adequate heating equipment, and at least 57 units lacked kitchen facilities, according to the 1970 Census.
- 329 units (4.4%) were considered to be overcrowded with 1.01 or more persons per room. However, overall, average family sizes are decreasing.



- Response to the Special Census found that the most needed public recreational facilities are parks, youth programs, bicycle trails, additional beach access, and tennis courts, in that order. Residents also expressed a very strong need for improvement of the pier area with public transportation ranking a distant second in the category of needed facilities and programs.
- Response to the Special Census also revealed that San Clemente residents are in favor of government controls over growth and development with even stricter policies concerning this issue than are currently in effect.

#### TARGET AREAS FOR HOUSING ASSISTANCE

The area of the City found to be of highest priority need for housing assistance, based on all data evaluated in preparation of the Housing Element, is census tract 421.02. This is the downtown section of the community, bordered by Pacific Coast Highway, Avenida Pico, the San Diego Freeway, and Avenida Victoria.

- This area is deteriorating socially and economically, is experiencing an influx of younger residents and young families, including transient or temporary residents and military personnel, and has a higher than average vacancy rate.
- Although the median age of this area's residents is a low 25 years, there are also a large number of elderly residents, many of whom are home-owners and long-time residents of the neighborhood.
- About 85 percent of the dwelling units are renter-occupied. The majority of the structures are of the two- to four-unit type.
- This area currently has a high rate of unemployment and a very low median income of slightly over \$8,000.
- This area is also the primary location of Spanish residents in the community, and the only census tract to have had more than 400 Spanish residents at the time of the 1970 Census.

The Secondary Target Area includes Neighborhood #5 of census tract 421.03 and Neighborhood #6 of census tract 421.04 in the extreme southern end of the City.

Other than the fact that these areas have a higher number of persons per household and lower than average family incomes, there is no significant socio-economic difference that makes this portion of the City a high priority area. However, based on the Housing Survey that was undertaken in preparation of the Housing Assistance Plan, there are a number of units in need of physical repair or upgrading. This area has been designated a "Secondary" Target Area to bring attention to the need for basic code enforcement and on-going attention to maintenance of properties in order to ensure that the existing problems, although fairly isolated and not yet critical, are attended to and not allowed to spread and become more serious.

#### GOALS, OBJECTIVES, AND POLICIES

The direct involvement of a cross-section of the citizenry in the planning process is one of the most important of all aspects in the development of the Housing Element. The goals and plans must be generated through citizen advisors, and public hearings must be held to receive any additional input and comment from members of the community that were not a part of the advisory committee. This process helps to ensure that all the goals and plans contained in the Housing Element are representative of the feelings and needs of the community as a whole.

In addition to the goals set forth by the State, as presented on page #1 of this Element, the following are additional goals that pertain more specifically to the residents, housing stock, and the community of San Clemente. Immediately following the goals is a list of supporting objectives and policies which define in greater detail the



general direction the City may take in pursuit of the goals, which actually represent the ideal or desired ultimate state, in terms of housing in San Clemente.

## GOALS

- A -- A decent home in a healthy living environment for every individual and family in the City of San Clemente.
- B -- Optimum sustainable environmental quality levels in residential neighborhoods with respect to recreational opportunities, air, water, sound, and public safety.
- C -- An overall high degree of residential quality, maintenance, and rehabilitation, where needed, throughout the community.
- D -- A supply of housing that satisfies the changing physical, social, and economic needs of all residents of the City -- today and in the future.
- E -- Efficient and total coordination between the City and various agencies, utilities, and other interests concerned with or involved in housing, to ensure a responsive system for the expeditious provision of needed public utilities, services, and facilities throughout the community.
- F -- Encourage the use by private industry of available programs to provide proper housing for all segments of the community.
- G -- The City may designate a specific department whose responsibility would be to know and investigate all available programs and encourage their use by private industry.

## SUPPORTING OBJECTIVES & POLICIES

The following is a comprehensive list of community housing objectives in support of the Housing Element goals. Related to most of these objectives are more specific policies which supplement and provide direction for the objectives in pursuit of the ultimate goals.

1 -- To establish and maintain a comprehensive housing strategy

- a. To implement and annually review the Housing Element of the General Plan to provide for the planning, development, and maintenance of housing and related activities.
- b. To coordinate the implementation of the Housing Element with housing strategies of adjacent communities, Orange County, SCAG, and other jurisdictions that may affect or be affected by the housing plans and policies of the City of San Clemente.
- c. To strengthen communications linkages between all public agencies dealing with housing or housing-related matters in the housing market area.
- d. To coordinate all activities of developers, builders, contractors, and other real estate interests, with the official plans and policies of the City.
- e. Maintain a centralized housing data system that will monitor the supply and quality of housing units and that will make this information readily available to other interested agencies or jurisdictions and to the public.

2 -- To continue to improve the residential environment and overall housing quality and availability throughout the community.

- a. Develop comprehensive performance standards for industries so that clean, quiet industries on suitable and attractively designed sites may be integrated into (or near) planned residential neighborhoods in order to provide residents with the option of living near their places of work.
- b. Efficiently and functionally integrate community residential areas with recreation, employment, shopping, professional, and commercial facilities.
- c. Promote the provision of an efficient, inexpensive, convenient, and dependable transportation system, serving neighborhoods with the greatest need for such a service.



- d. Ensure that all neighborhoods and residences receive an equitable distribution of needed public utilities, facilities and services.
- e. Encourage a sufficient variety of housing types, sizes, and prices to accommodate the changing needs of the City's residents.
- f. Encourage private initiative in meeting housing needs.
- g. Promote higher standards and quality in the design and construction of new homes and planned residential developments.
- h. Maintain uniform minimum standards for housing and ensure that they are met.

3 -- To ensure that full utilization is made of all available technological and organizational means in order to provide the needed types of housing at reasonable prices.

- a. Encourage on-going exploration and evaluation of innovative construction techniques, codes and materials that could benefit housing.
- b. Allow the utilization of well-tested and proven modular or pre-fabricated housing that offers advantages in terms of production time and price.
- c. Promote the development of only high quality mobile home subdivisions in areas of the City that will best take advantage of the full potential of mobile homes as housing market options.

4 -- To prevent the encroachment of adverse influences on residential neighborhoods.

- a. Install curbs, gutters, street pavement, sidewalks, street lighting and other needed improvements to bring all neighborhoods up to suitable standards.

- b. Prevent encroachment of major streets and highways, railroads, or other incompatible land uses on residential neighborhoods.
- c. Continuously review and upgrade City codes, ordinances, regulations and development quality standards, as needed, in order to ensure residential quality and the quality of new construction.
- d. Establish heavy penalties for violations of City building, safety, and zoning codes.
- e. Require that all multiple-family dwelling units, including rooming houses, be inspected on a regular basis and brought up to code.
- f. Develop and maintain programs to assist residents of the community in overcoming the financial burdens of home improvements and necessary maintenance.
- g. If subsidized housing becomes necessary or desirable, avoid concentrations and locate these units in areas of unsubsidized housing that has similar services, facilities, and prices.

5 -- To eliminate all physically obsolete and sub-standard housing throughout the community.

- a. Make maximum use of available state, federal, or other programs or grants that can be used toward the improvement or elimination of sub-standard housing and code enforcement programs.
- b. Assure the fairness and adequacy of compensation and relocation assistance to persons or families displaced by public improvements or projects.
- c. Pursue an aggressive rehabilitation, demolition, or replacement program, as necessary, to maintain and improve the high quality of the City's housing stock.



- 6 -- To promote citizen participation in housing activities through effective dissemination of information and the development of new procedures for citizen involvement in various housing-related activities and planning processes.
- 7 -- To effectively increase the dissemination of information that residents may use to make sound, economical, and accurate housing decisions.
  - a. Ensure the provision of information on up-to-date home financing options, maintenance, management and other housing-related subjects.
  - b. Utilize federal counseling programs, when available, to train prospective poor credit homebuyers in money management.
- 8 -- To promote new activities or programs that will assist residents in the processes of home repair and maintenance.
  - a. Inventory, evaluate, and expand any existing programs that provide training in maintenance skills for homeowners.
  - b. Provide the necessary information to educate the public as to the concepts, purposes, and procedures of the various building codes and their enforcement.
  - c. Promote public awareness of planning activities and the ramifications of new or revised housing policies and programs.
- 9 -- To abide by State laws, codes, policies, regulations, and plans that prohibit discrimination in housing-related programs or activities.
  - a. Uphold the Unruh Civil Rights Act which states that all persons are free and equal and entitled to full and equal accommodations, advantages, facilities, privileges, or services in all business establishments of every kind whatsoever..
  - b. Uphold the California Fair Housing Act (Rumford Act) that provides for fair and equal housing opportunities, regardless of race or color...

## OBSTACLES TO IMPLEMENTATION

Although the goals and objectives of the Housing Element were well thought out and pertinent to the situations in San Clemente, the City can expect to be faced with some obstacles which may impede implementation. These obstacles may go far outside the realm of housing or of City control. The following are some of the obstacles to be most aware of.

### INSTITUTIONS AND PROCEDURES

Institutions are defined as those public agencies and actors that are involved in the production and use of housing. Procedures are simply their activities which affect the housing market.

Since the housing market may be affected by conditions and actions beyond the control of local decision-makers, the local City government may lack sufficient jurisdiction to achieve a unified approach to the housing market. Also, developers may develop preferences for communities that have more appealing development standards, especially in more heavily populated areas where competition between cities is more aggressive.

Often regional agencies get into the housing issues, resulting in additional obstacles such as County housing authorities and other regulatory agencies. Soon, greater fragmentation of housing authority occurs, resulting in data gaps, difficulties in obtaining accurate up-to-date information, and problems in establishing demand for housing.

Taxing agencies also have a major impact on housing. Local jurisdictions, of course, need an adequate tax base. However, additional development also increases demands for services and, in the case of low-income housing, the demand for services greatly outweighs the revenue derived from the development.

The property tax structure has often been cited as a major obstacle to improved housing since it discourages the improvement of property by raising assessments when improvements are made. Additional burdens are placed on property owners who are taxed on the potential use of the property



rather than on the actual income derived from it. Since many older properties in transitional neighborhoods are often zoned for higher more intense uses, they are made more valuable and, therefore, are taxed accordingly. Unfortunately, the occupants of these homes are often low-income families or elderly residents who may have occupied the structure for decades.

## RESOURCES

As previously mentioned in the Housing Element, housing costs in San Clemente and Orange County have sky-rocketed in recent years, making it impossible for many families to afford new, or even adequate older, housing. Rising interest rates have also been a factor. Because of this situation, low-cost unsubsidized housing cannot be produced to any great extent, if at all, in San Clemente. Since the City is not in a position to carry on a continuing subsidy program, the obstacle is the lack of federal programs or the unavailability of adequate funding for existing federal programs that are needed to permit effective implementation of needed programs at the local level.

Neither of these obstacles (housing costs or lack of federal funding) are within the control of local government. Although the City could ease some of its restrictive City requirements, risking the loss of other community values, this probably would not have a significant effect on housing economics and is not recommended.

## ATTITUDES

Public attitudes have always been toward favoring "home rule" rather than strong regional agencies to deal with local housing problems. This is generally a fear of government control that is too far removed from the people, or a fear of government intervention. There has also been a frequent rejection of programs for dispersed or low-income housing, often traced to a fear of inundation by the poor or minorities that could lead to neighborhood or community deterioration and lower property values.

Since land is often viewed from an investment rather than an environmental standpoint, attempts to improve the quality of the residential environment are limited and likely to remain so unless these attitudes change.



## HOUSING PROGRAM ALTERNATIVES

The following is a discussion of some of the major programs or activities which the City may wish to implement, dealing with particular aspects of the community's housing environment.

### HOUSING CONSERVATION AND MAINTENANCE

Housing conservation programs may involve a wide variety and combination of mechanisms depending upon the specific goals and philosophies on which they are based. Some of these mechanisms or activities are listed here for the City's review.

- a. A systematic code enforcement program which is strictly adhered to, yet is sensitive to the needs and resources of specific neighborhoods and property owners.
- b. A conservation program conducted on a voluntary basis. In order to achieve a high degree of participation, a resource person may be included to promote and to communicate all relevant aspects of the program including; goals, home improvement methods, tools, and financing.
- c. The promotion of neighborhood clean-up, fix-up campaigns with staff support to neighborhood based activities. Support drawn from local civic activities and community groups and non-profit organizations to stimulate housing maintenance efforts.
- d. Organization of community groups for the cooperative buying of tools and materials for shared use in home improvements.
- e. Make available financial aids to property owners with limited resources or elderly residents with fixed incomes who cannot normally manage or qualify for conventional home loans. There are a variety of financial mechanisms which utilize both public and/or private agencies to facilitate local home improvement efforts. A description of some of these mechanisms is provided below.
  - o Many local agencies have obtained commitments from private financial institutions pledging funding support involving a variety of mechanisms. These commitments often consist of conventional loans for property rehabilitation to qualified homeowners.



ers, generally confined to, or aimed at, a specific neighborhood conservation area. For those property owners who are not eligible for conventional financing or cannot afford it, the local public agency may borrow from a local bank, or other financial institution, at an agreed upon rate. The LPA will then loan the funds to the homeowner at a rate affordable by him. Often accompanying such a commitment from local financial institutions is a service provided by the LPA to screen all applications for rehabilitation funds before submittal to the local bank for approval.

- o In some cases housing authorities have acted as municipal corporations to borrow from financial institutions for the purpose of establishing a fund for low interest loans to low and moderate income residents. Such a corporation can obtain funds at decreased interest rates, and thus loan at lower rates, because financial institutions pay no tax on interest income from loans to municipal corporations. This fund could mean a loan as low as 5 or 6 percent to a property owner.
- o Often the LPA has set up a revolving fund to subsidize high risk loans to lower income homeowners. A nonprofit corporation, created to administer the program, receives contributions or grants and, in turn, makes loans or grants to persons who generally cannot qualify for conventional loans due to income or age constraints. Typically, loans are made to non-bankable applicants at low rates (0 to 6 percent). When the funds are depleted repayments are used to make additional rehabilitation loans.
- o Housing and redevelopment authorities have been authorized to borrow funds from local banks for the purpose of making low interest loans to homeowners. These loans will be subsidized by revenues from the authorities local tax levy or from city funds. In addition, revenue notes have been proposed for issuance and sale by a redevelopment and housing authority to develop a local rehabilitation loan program. An interest-bearing fund would be established for the holders of the notes who would be paid 5 percent interest while loans were issued at 3 to 7 percent.
- o Grant money may be used to guarantee bond issuances or local bank loans, thereby reducing interest rate

charges. Or, grant funds can be used to establish a revolving fund for low interest rehabilitation loans to low income homeowners. Leverage may also be achieved by combining programs such as Community Development with a redevelopment agency. The agency can then use the funds to generate on-going tax revenues or to guarantee bond issues, thus making them more attractive. Leverage, then, allows the community to realize more benefit from a limited funding amount by using it to expand the amount available for loans or to create on-going revenue streams.

#### PROVIDING AFFORDABLE HOUSING FOR VARIOUS POPULATION SEGMENTS

Encouraging sufficient availability of housing for all population segments, realistically pertains to promoting lower cost housing or rental subsidies. Here are some ways of achieving this end.

- a. Utilize building codes to encourage utilization of available technological and organizational mechanisms which facilitate lower housing costs.
- b. Promote the development of mobile home subdivisions.
- c. Utilize zoning code mechanisms such as density trade-offs or incentive zoning to promote lower cost residential developments.
- d. Buy vacant land to create a land bank allowing the appropriate residential development to avoid all or a portion of the associated land costs.
- e. Review and adopt standards of location and design of low-cost or senior citizen type housing facilities to adequately differentiate them from more conventional projects. Parking, room size, height, open space, setbacks, and overall design of such facilities require lower standards to reduce costs and rents.



- f. Utilize State and Federal legislation providing low interest loans for residential development or for land banking purposes.

## PUBLIC IMPROVEMENTS

There are two primary purposes regarding public improvements programs which relate to housing, the first being to assure an adequate and equitable distribution of facilities to all neighborhoods. And secondly, to act as cloud seeding programs to stimulate private neighborhood investment through the provision of improved public facilities such as; side-walks bicycle trails, park and recreation facilities. The philosophy is that if the City sets a good example residents will follow suit, and that an upgraded neighborhood will make private investment more financially beneficial. This type of program only works, however, if the residents can afford to make the desired improvements.

## EXPANDING THE SUPPLY OF HOUSING

Strategies used to increase the supply of housing often tend to relate to the "filtering concept", whereby lower-income households benefit through attrition and filtration as new housing is built to provide for the upper end of the income scale. This strategy, however, is inadequate in San Clemente due to generally good housing maintenance and to housing appreciation trends. The addition of more expensive housing units does little or nothing for those households on the lower end of the income scale. Many federal programs now have as a secondary element the opening of new homes to purchase by low and moderate income groups in order to mitigate unequal opportunity. The following are some possible actions the City may undertake to provide an increased supply of adequate housing for all segments of the community.

- a. Major innovations are constantly being made in the housing industry. However, the industry has not kept pace with the availability of new technology and materials, partially because of a lack of cooperation

on the part of various local communities and a tendency to resist rather than negotiate or change.

- b. Building Codes that are not properly updated on a regular basis often restrict new practices and products that are considered minor in nature such as the spacing of 2X4 studs in non-bearing walls, preassembled plumbing and electrical units, and the use of plastic pipe, not to mention the more complicated issues of manufactured housing, prefabrication, and the continual emergence of new materials.
- c. Zoning is normally localized in nature, lacks consistency, is negative in character by restricting or excluding uses, and inhibits mass production or technical innovation in the field of housing. Fiscal or exclusionary zoning has always promoted the elimination of uses such as low income housing by containing provisions requiring excessively large lots, reduced densities, or the elimination or restriction of multiple units and mobile homes. New proposals have been offered under the names of Impact Zoning, Density Monitoring, Environmental Zoning, Equilibrium Zoning, and Phased or Sequential Zoning. This type of system lends itself to discretionary capacity with the ability to negotiate out an equilibrium solution which balances the basic factors. Reduction of standards in order to decrease the cost of housing could be detrimental to the long-range maintenance of the housing stock. However, reduction of standards to allow more flexibility should be based on a bonus or incentive type of zoning framework within which adjustments to regular standards are granted only for housing projects demonstrating a clear need and the creation of a balanced project providing overall amenities comparable to those found in projects constructed in conformance with the ordinance.
- d. The acquisition of suitable sites by the City in order to control future distribution of low and moderate income housing is sometimes used but is quite expensive. However, the redevelopment agency offers another possibility for the acquisition, consolidation, and distribution of sites for future housing.
- e. Many tax programs work to the disadvantage of expanding the housing supply by shrinking or discouraging the potential consumer market. Local property tax often creates a special burden on the low, moderate and fixed income groups most in need of housing by discouraging both consumption and improvement of owner-occupied units.



- f. Most programs involving tax incentives, codes, financing, and other methods are based on the assumption that new housing supply would be coming from the private, free enterprise sector. The City could take a positive role in encouraging and stimulating the private sector, non-profit organizations, neighborhood associations, tenant councils, or social or religious groups which desire to pursue housing construction, cooperative ownership, or rehabilitation efforts for low income areas or groups.

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